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ABSTRACT

Purpose of the Lummi Indian Demonstration Project was to improve the efficiency and utilization of services by locating a Department of Social and Health Services office on the Lummi Indian Reservation, involving Indians as project staff, and identifying and utilizing social welfare resources. Among its activities were to: establish a career ladder specifically designed to train and promote Indian personnel; assist the Lummis to define their needs and goals, to participate in the planning and development of a community-wide social welfare program, and to use local, state, and Federal systems to their optimal advantage; serve as an interpreter and catalyst in helping social agencies in the larger community to better appreciate and understand the Indian community; and promote a recognition and understanding of Indian values in the delivery of welfare services. The project was evaluated by documenting activity patterns and results and by subjective observation, coupled with selected findings from a comparison study of a similar Indian population without comparable project resources. Some findings were: (1) locating an office on the reservation resulted in increased usage of available departmental services, more contacts per case, and more rapid caseload change; and (2) involvement of tribal representatives with project staff gave Indians additional opportunities to cope with bureaucratic systems in meeting their needs. (Author/NQ)

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LUMMI PROJECT

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1973

LUMMI BOY IN HAIR HAT AND DANCE COSTUME

PROJECT NUMBER: 11-P-5794/0-03
DATE OF REPORT: 1973

FINAL REPORT TITLE: The Lummi Indian Demonstration Project

PROJECT DESCRIPTION: To demonstrate a new approach to problem solving designed to meet the unique needs of the Lummi Indians, an isolated ethnic group.

PROJECT DIRECTOR: Collin Carlile

GRANTEE: Department of Social and Health Services
P.O. Box 1788
Olympia, Washington 98504

DESCRIPTORS: American Indians, Citizen Participation, Caseworkers, Community Services, Community Organization, Cultural Differences, Depressed Areas (Geographic), Economic Disadvantaged, Ethnic Groups, Low Income Groups, Social Isolation, Social Services, Social Welfare, Social Work, Sociocultural Patterns, Welfare Services.

ABSTRACT

STATEMENT OF THE PROBLEM: This project was conceived by staff to improve the efficiency and utilization of services by locating a Department of Social and Health Services office on the Lummi Indian Reservation, involving Indians as project staff, as well as identifying and utilizing social welfare resources.

METHODOLOGY: This project was an action demonstration project involving a number of activities on the Lummi Indian Reservation. Included in these activities were: mutual planning with the tribe in locating an office on the reservation with the majority of the departmental services available; establishing a career ladder specifically designed to train and promote Indian personnel; assisting the Lummi Indian people toward a definition of their needs and goals, and a participation by them in the planning and development of a community-wide social welfare program; assisting the Lummi Indian people (through direct teaching, example, and other supportive measures) to utilize local, state and federal systems to their optimal advantage; serving as an interpreter and catalyst in bringing social agencies in the larger community through project Indian staff toward a better appreciation and understanding of the Indian community; and promoting a recognition and understanding of Indian values in the delivery of welfare services.

Evaluation of goal achievement was determined by documenting activity patterns and results, and by subjective observation. This was coupled with selected findings from a comparison study of a similar Indian population without comparable project resources.

MAJOR RESULTS: The major findings were:

1. Locating an office on the reservation resulted in increased usage of available departmental services, more contacts per case, and apparently more rapid caseload change. Available data indicate Indians contacted this office to resolve their problems earlier than they might have had the office not been located in familiar surroundings. Indians reported the services were now more helpful. The general priority and use of financial services, food stamps, medical care, and personal counseling were the same as the general population.

2. Partial staffing of a departmental reservation office with Indians was possible. The reservation population felt the Indian staff better understood Indian problems. The replacement of Indian staff by other Indians was complicated by the formalized examination process; including the written tests with multi-conceptual material, unfamiliarity with professional jargon, and the gap in the formalized educational experience.

3. Involvement of tribal representatives with project staff afforded Indians additional opportunities to cope with bureaucratic systems toward a meeting of their needs. There was a resultant carry over in learning the utilization of one system and applying that learning experience to the utilization of another system.

4. Increased familiarity with Indian assistance-related needs and Indian background and culture by project staff made it possible to interpret these findings to community agencies. These agencies were then able to be more effective in working with the Indian population.

USAGE POTENTIAL: The information contained in this report should be of value to everyone who is interested in the problems of isolated Indian populations, particularly in relation to meeting social welfare needs. All persons seeking to improve the effectiveness of services to such populations should benefit from this project report. This could include social welfare administrators, social workers, caseworkers, and outreach personnel interested in improving the effectiveness and utilization of social welfare services.

Additionally, this report should be useful to local, state and federal social welfare staff in their formulation of future programs to benefit the isolated, those in economically depressed areas, and those persons whose cultural differences have hindered access to available services.

THE LUMMI INDIAN PROJECT

1115 H.E.W. DEMONSTRATION PROJECT

STATE OF WASHINGTON

WRITTEN AND COMPILED BY

COLLIN CARLILE, PROJECT DIRECTOR

DOROTHY J. CLEMENT, PROJECT SUPERVISOR

DEPARTMENT OF SOCIAL AND HEALTH SERVICES

1973

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The Lummi Indian Demonstration Project was made possible by a grant from the Social and Rehabilitation Service, Department of Health, Education and Welfare, to the Department of Social and Health Services, State of Washington.

The funds were made available under Section 1115 of the Social Security Act, Grant No. 11-P-5794/0-03.

The cover of this report is a reproduction of the official seal of the Lummi Indian Tribe.

The photographs that appear in the report were taken by Guy Kramer, Tribal Photographer and the Staff of the Demonstration Project.

PREFACE

"There is no single 'Indian problem'. Indian tribes in Washington State are as varied and unique as are Washington cities, counties and other white communities. Each tribe practices its own customs, many are as intriguing to other tribes as they are to the non-Indians who eagerly seek Indian entertainers for their special programs. The Interior Salish people moved in yearly cycles to every niche in their territorial limits, hunting, gathering special roots and fishing. These East-of-the-mountains Indian tribes taught their children to reject the life styles of wealth, potlatches and slavery which characterized the early history of Washington's Coastal Tribes. The languages of the Washington tribes differ, their tribal dances and songs differ, their religions differ and their art forms differ. The non-Indian has a tendency to think of the Indian 'house' as a teepee. But in Washington State, the plateau Indians often lived in underground lodges in winter and mat lodges in summer, while the coastal Indian lived in sumptuous longhouses in winter and often in summer encamped along their fishing streams. Coastal Indians were weavers of dog hair and used the loom earlier than any other known human on the continent. Indians of the State's plateaus hand-wove reed mats and baskets and unique porcupine quill jewelry.

"Just as their arts, traditions and life styles differed, so did their problems. And it is the same today. The State must recognize differences between Indian tribes and seek to meet the needs of each tribe on an individual basis. The State cannot solve 'the Indian problem' with blanket policies nor should it condemn all Indians for the obvious problems exhibited by a few".[1]

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[1]"Are You Listening Neighbor?"
Report of the Indian Task Force
Washington State, 1971

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INTRODUCTION

Early in 1969, three employees of the Bellingham office of the Washington State Department of Social and Health Services became increasingly concerned regarding the effectiveness of services the Department was providing for Indians. The largest organized group of Indians, the Lummi Tribe, lived on their Reservation ten miles from Bellingham. This Tribe had an existing political organization, proximity to the Bellingham local office, strong growth potential and definable boundaries, and therefore the three workers began a demographic and problem identification survey of the Lummi Reservation.

The Lummi people had long been a concern of the many agencies attempting to provide services to them. It had to be acknowledged that:

1. One-third of the 1,200 Lummi Indian people living on the Reservation were public assistance recipients.

2. Less than 20 percent of the households on the Reservation had incomes above the Federal poverty level.

3. More than one-half of the total labor force was unemployed.

4. Ninety-two percent of the Lummi people had an eighth grade education or less.

5. Of the 171 households on the Reservation, 90 percent of the houses had been declared grossly substandard.

6. Strong, yet subtle discriminatory attitudes and practices against Indians were reported as existing within the non-Indian community.

7. Interviews with Tribal leaders and ordinary citizens of the Lummi Reservation reflected a long standing history of misunderstanding of and conflict with local and state agency systems, and an overwhelming mistrust of the non-Indian representatives of these agencies.

On the basis of these facts, it was clear that our present service delivery system had not met the needs of the Indian community. The Lummi client remained in his world of alienation, poverty and deprivation while the white community shook its collective head wishing it could reach the Indian and improve his way of life in the manner in which the non-Indian community had determined improvement should occur.

The existing indictments of our system, and of welfare systems across the nation, challenged us to develop a demonstration project innovative and imaginative enough to meet at least this part of our responsibilities in the delivery of human services. The overall aim was to demonstrate a new approach to social problem solving which would meet the unique, manifold needs encountered in a relatively closed ethnic group where:

1. It is difficult, indeed often impossible, to help the individual without helping the community with its basic and generative problems.

2. "Too much"help imposed from the outside community is ofen viewed with suspicion.

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3. The traditional casework model is sometimes inappropriate and/or irrelevant.

With this in mind, we designed a structure and program which would encompass an on-site outstation facility; a professional paraprofessional team to focus on an outreach method of operation; a practical "here and now" problem-solving approach which would focus on the community as well as on the individual; a career ladder which would provide a means for training and developing Indian people to the point where within five years they could assume full responsibility for the service delivery outstation program on the Reservation.

The basic concepts expressed above were presented to the Lummi Tribal Council. After careful explanation and discussion, the Department of Social and Health Services workers involved gained the Tribal Council's initial approval to begin writing the definitive proposal.

Our agreement with the Council was that in the process of this structure and program development we would periodically and sequentially meet with them to discuss and modify where necessary as each phase of the proposal developed.

All material was presented to the Council in draft form and only after approval was the writing finalized. In early January 1970 the completed proposal received final endorsement from the Lummi Tribal Council and in late January 1970 approval from the State Department of Social and Health Services. This request was approved for Section 1115 funding by Social and Rehabilitation Services of the Department of Health, Education, and Welfare to be effective June 1, 1970. Specific funding, granted on a yearly report and request basis, was for a three-year period with the understanding that the Washington State Department of Social and Health Services would then continue the Project for the fourth and fifth years under State auspices.

The original funding was on a purely demonstration basis. The requirements of an evaluative research component were not specifically clarified until May 1972, two years after the Project began. This has proven to be difficult, but data gathering, processing, evaluation and the establishment of a comparative (if not control) group has been finally satisfactorily accomplished.

As Project Director, I must give grateful recognition for the accomplishment of building in the research component to: Mrs. Dorothy Clement, Project Supervisor; Dr. Franklin Campbell, Mr. Louis Weisman and Mr. John Downey, Social and Rehabilitation Services of Region X, Department of Health, Education, and Welfare; Mr. Reino Matson and Mrs. Virginia Hart, State Office Department of Social and Health Services; and Mr. Cameron Dightman and Mr. Edward Loft, Department of Social and Health Services Research Section.

Mr. Andrew G. Burnfield, Project Consultant, and Dr. Charles Moffett, Psychiatric Consultant, contributed greatly to the overall goal accomplishment during the past three years.

One of the original project application co-authors, Mrs. Mary Jane Buckner, left the staff in January 1971 for another Departmental assignment. We wish to acknowledge the invaluable contribution she made during the development and very early operating stages of this Project.

The second co-author, Mrs. Dorothy Clement, has from the beginning been assigned as Project Supervisor. She has, without exception, given totally of her talents

and energies to the Project, the Department of Social and Health Services, her staff and the Lummi people. Her sensitivity and skill have meant much to all during these difficult yet gratifying three years now culminating in the ensuing report.

Each and every person who is now or has in the past been on the Project staff has in his or her own way contributed to any success in goal achievement that has been realized. These people are listed here in alphabetical order.

Mrs. Julie Bailey - Home Economist
Mrs. Mary Cagey - Social Service Assistant (Indian)
Mr. William Genschow - Caseworker (Indian)
Mrs. Jeannette Casimir - Caseworker (Indian)
Mrs. Loretta George - Social Service Assistant (Indian
Mr. Robert Inge - Caseworker
Mr. Martin John - Social Service Assistant (Indian)
Mr. Gordon Kelly - Welfare Eligibility Examiner (Indian)
Mrs. Rosella Mosely - Caseworker (Indian)
Miss Roni Scates - Project Stenographer (Indian)
Mrs. Ruth Solomon - Social Service Assistant (Indian)

Above all, we wish to recognize that the entire Project would have been impossible without the support, cooperation, teaching and tolerant patience of the Tribal Government and all the people of the Lummi Reservation.

Interviewing for the client survey was done by Mrs. Virginia Hart for the Makah Tribe and by Marian Jefferson, Doralee Sanchez, Sharon Snook, Yvonne Lane, Martin John (all Lummi people) and Julie Bailey for the Lummi Reservation. Mrs. Connie Martin, Lummi, completed pretest interviews for this survey on the Lummi Reservation.

Interviewing for the staff survey was done by Mrs. Virginia Hart for the Port Angeles office of the Department of Social and Health Services and by Collin Carlile and Dorothy Clement, Project Director and Project Supervisor respectively, for the Bellingham local office of the Department of Social and Health Services.

A special note of recognition must be given to two people. Miss Nethell West, Budget and Accounting Section, Department of Social and Health Services, Olympia, was responsible for all fiscal reports, controls and procedures for expenditure of Project funds. She was our mainstay in Budget Planning and throughout the past three years was an invaluable consulting resource for Project administration. Miss Roni Scates, Lummi Project Stenographer, has faithfully and efficiently performed all clerical duties and has been responsible for typing all reports.

For all of us on Project Staff this has been a time of learning as well as a helping process. We hope we have learned to listen more attentively and that we have indeed brought better service to the community. Our respect and admiration for the Lummi people has sincerely deepened, and for us it has been a time of growing. We appreciate the trust and acceptance given to us and consider it a privilege to work with and along side the Lummi people.

Collin Carlile

Mr. Collin Carlile, Project Director
and Deputy Administrator-Bellingham Office
Washington State Department of Social and
Health Services

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CHAPTER I

THE DEMONSTRATION PROJECT

INTRODUCTORY COMMENT

> "The problem of unemployment and the lack of an adequate economic base within the Indian community is the most significant hurdle for the Indian at this time. To the Indians who testified before the Task Force, however, State Welfare was second in importance to State imposed jurisdiction in law and order and land zoning. But unlike the jurisdiction issues, the Indians did not ask for a return of Welfare Authority to the Tribes, but rather that the State take aggressive action to humanize its welfare services, staff and eligibility requirements".[1]

Although these words were expressed two years previously by the Indian Affairs Task Force as a result of their meetings with Tribes throughout the State of Washington, these same ideas and concerns had been expressed by Indian Social Service Assistants in the Bellingham office of the Department of Social and Health Services. These words were the basis for the development of many of the concepts behind the Lummi Demonstration Project.

The Lummi Indian people had long been a concern to the many agencies attempting to provide services to them. Agency heads had spoken about the reluctance of Indian people to cross the threshold of a government agency to ask for services and non-Indian service workers were concerned about their own lack of knowledge and inability to truly communicate with the Indian client.

Our Indian Social Service Assistants had shown concern about the misinformation in case records and the lack of knowledge of Indian ways and tribal culture by caseworkers, no matter how well intentioned their efforts had been. It was our strong belief that the casework model alone, traditionally associated with public welfare agencies, at best was ineffective with the Lummi Indian client and that we must recognize the cultural aspects of the needs and problems of the people and listen to what they envisioned as their needs and their problems and act accordingly. In order to do this, the agency activities must be expanded to include the Indian community as well as the individual Indian client.

This chapter offers a description of the setting for the demonstration, the objectives it sought to attain, and the personnel and structural arrangement through which these objectives were achieved.

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[1] "Are You Listening Neighbor?"
Report of the Indian Affairs Task Force
State of Washington 1971

1 - BACKGROUND

THE LUMMI INDIANS AND THEIR RESERVATION

"For centuries the Lummi Indians lived on the San Juan, Orcas, Lopez and Lummi Islands in Puget Sound. Every spring, Indians from other tribes to the north came, 50 to 100 in a canoe, to wage war. Because they were essentially a peaceful people and because the islands were open to attack, the Lummi's migrated to the Mainland, settling around Bellingham Bay. There, in three bands, they built their homes around the Lummi River Delta. Later a Lummi Village was located directly west of the present town of Marietta; but when a log jam in the Nooksack River flooded the Village, the people moved to Fish Point.

The Lummi's have always depended upon fishing as their main source of sustenance. In warm weather, they moved from place to place, camping along river banks and beaches, fishing and gathering clams, oysters, berries and wild roots. The men hunted extensively and caught wild fowl in nets. In the winter, the people settled into their cedar built long houses with as many as 40 families living together. Grass mats separated the families and a big fire in the center provided cooking facilities and warmth. Lummi women were skilled at drying and cooking wild foods. They wove beautiful baskets with dog hair, feathers and cedar bark. Great celebrations and potlatches were held with feasts, games, contests and gift-giving featured.

The Lummi's first recorded contact with the white man was in 1592 when a Spaniard, San Juan de Fuca entered the Straight now bearing his name. About 1765, another Spaniard, Juan Perez, in the ship Santiago explored the coast of Vancouver Island. In 1775 the Santiago again sailed into the area, commanded by Bueno Hecetta who landed at Point Grenville on the mouth of the Hoh River and claimed the area for Spain. In 1789, the American Flag was planted in the area by Captain Kendrick of Boston.

In 1855, Isaac I. Stevens, Governor and Superintendent of Indian Affairs for the Territory of Washington negotiated the Point Elliott Treaty with all Western Washington Tribes north of the present city of Seattle. In this treaty, the Indians ceded all land between Olympia and the Canadian border for annual payments of money, protection of certain hunting and fishing rights, for implements, smithys, carpenters, doctors and schools. The territory called Ca-Choo-Sen (the home of the Lummi's) became the home of the Nuh-Lummi's or the combined Tribes of Lummi, Samish, Skagit, Semiahmoo and Nooksack. Later the Nooksacks returned to their original village. During 1855-56, the Indian wars raged but the Lummis remained peaceful and in 1858, the Lummi Reservation was established.

When the white man arrived the Lummi Chief was Chow-Its-Hoot. In 1875, he was succeeded by Chief Kwina, who ruled the Lummi's for over 50 years. Kwina succeeded in 1926 by August Martin who was followed by Norbert James in 1960 by the present chief, James McKay in 1968."[1]

The Lummi Reservation lies about ten miles west of the city of Bellingham, Washington. The general shape of the Reservation is that of a large peninsula and one island. The northern boundary of the Reservation borders on interior land. It is bordered on the east by Bellingham Bay and the Nooksack River. The total length of the Reservation including the island known as Pt. Frances is about eight and one-half miles. The main peninsula is about five miles long and two miles wide. Of the Reservation's original 12,000 acres, about 7,600 acres remain in the control of the Lummi Indians. All of this acreage is allotted with the exception of 22 acres which is either owned in fee or held in trust by the Tribe. In addition, the Lummi Tribe owns approximately 5,000 acres of shallow water tideland over 70 percent of which is reclaimable by dredging and filling. An old map in the archives of the local courthouse done at the turn of the century by a U.S. Geodetic survey team carries the entries over the Reservation area as "land unusable for human habitation".

For years the Tribe has subsisted on these lands with the major income to tribal members from fishing. In April 1966, the Lummi Community Action Program began and supported the only staff of paid personnel on the Reservation. In 1968-69, real hope for an economic future for the Tribe began to take shape with the help of a Federal grant that was aimed toward making them the nation's most advanced and exotic farmers. The name of the Project is "Aquaculture" and consists of farming the sea including the mass production of oysters, rearing of fresh water trout acclimated to salt water, and a steelhead hatchery. When in full production, the income potential is estimated to be between 4 million and 5 million. It could employ hundreds of Lummis and best of all, allow them to stay on their Reservation and maintain their heritage as people of the sea.

With the hopes of the Aquaculture Project and other Federally funded programs for housing, training, health and social programs, the Reservation has come alive and they now see themselves as a Tribe that through their own self-determination and energies will make their programs work and succeed in providing a better way of life.

2 - GOALS

Based upon the concerns of the manifold needs encountered in this relatively closed ethnic group, difficulties imposed by factors of manpower and distance, geographic as well as cultural, and our belief that it is difficult and often impossible to help the individual without helping the community, we established the following major goals:

GOAL I: TO MAKE THE SERVICES OF OUR AGENCY MORE ACCESSIBLE TO THE LUMMI INDIAN PEOPLE GEOGRAPHICALLY AND ADMINISTRATIVELY

Specifically, we would move to the Reservation all financial and social services and provide the manpower to administer the programs. We would not include food

[1]"Lummi Tribe, Overall Economic Development Plan, 1971"

stamp sales, adoption studies and placements, foster home studies and licensing, and day care studies and licensing. Restrictions were placed on social licensing programs because those program specialties were already well established in the local office and made available to and coordinated by Project staff. Food stamp sales were not included because of the lack of security facilities and the inability to provide the number of accounting staff required in administration.

GOAL II: TO PROVIDE THE ADMINISTRATION AND ORGANIZATION STRUCTURE BY MEANS OF WHICH ULTIMATELY THE DIRECT SERVICES OF OUR AGENCY CAN BE PROVIDED TO THE LUMMI INDIAN PEOPLE BY INDIAN STAFF EXCLUSIVELY

Within this goal we would establish a career ladder specifically designed to train and promote Indian personnel and phase out non-Indian staff on a planned progressive basis over a five-year period.

GOAL III: TO HELP THE LUMMI INDIAN PEOPLE TO DEFINE WHAT THEY SEE AS THEIR NEEDS AND GOALS AND TO PARTICIPATE IN THE PLANNING AND DEVELOPMENT OF A COMPREHENSIVE, COMMUNITY-WIDE SOCIAL WELFARE PROGRAM

Our objective was to tabulate and document needs as expressed by clients and to use this documentation in order to bring to the attention of Tribal leadership those areas which needed further development for the betterment of the Lummi community. Rather than organizing these programs we saw our roles as making ourselves available on request of the Tribe. We did not envision the agency as imposing needed social programs; we would constantly monitor ourselves and participate with the Tribe and its committees as they saw fit. We would, however, attempt to introduce or enlarge programs which would be of benefit to the Tribe within their self-defined needs that were not presently incorporated within the authority of a Tribal committee or organization. The option to accept and develop these programs was always a Tribal decision and if accepted, our role became supportive to their endeavor.

GOAL IV: TO HELP THE LUMMI INDIAN PEOPLE COPE WITH THE VARIOUS BUREAUCRATIC SYSTEMS WHICH SO OFTEN STAND AS OBSTACLES BETWEEN THEM AND THEIR GOALS: TEACHING THEM WHENEVER POSSIBLE TO USE THESE SYSTEMS TO THEIR ADVANTAGE. THIS INCLUDES NECESSARY COMMUNICATION SKILLS AND GRANTSMANSHIP.

It was our belief that through direct teaching, example and other supportive and clarative measures the Lummi people could utilize local, State and Federal systems to their optimal advantage.

GOAL V: TO MAKE THE NEEDS AND GOALS OF THE LUMMI INDIAN PEOPLE KNOWN TO OTHER AGENCIES AND TO THE LARGER COMMUNITY

Based upon our contacts and interviews with other government and social agencies, it was obvious that their concerns paralleled some of our agency's in their inability to meet the needs of the Indian clients. Since as a social agency we were directly involved in a continuing relationship with other formal and informal human services agencies, we foresaw areas where we logically could serve as an interpreter and catalyst in bringing to these agencies and the larger communities through our Indian staff a better appreciation and understanding of the Indian Community.

GOAL VI: TO PROMOTE CITIZEN INVOLVEMENT ON THE RESERVATION PARTICULARLY AMONG THE RANK AND FILE MEMBERS

Like most communities, the initial impetus for social action falls upon the minority native leadership within the community and in order to make social action primarily effective, stimulation must be provided for involvement of the rank and file. Our objective in this was to include the involvement of people in their own problem solving as well as the utilization of services available and often unused by them, and to stimulate the use and awareness of their talent and energies toward community problem solving.

GOAL VII: TO PRESERVE THE LUMMI INDIAN CULTURE

Inherent in all cultures are values necessary to the enrichment of life and the historical identification with a progressive life system. This is important because no one culture should be subjugated to another but rather separately identified as a part of our whole American heritage. It was our belief that in many areas white, middle-class, value systems were imposed upon the Indian people without recognition or understandings of values cherished by them and that therefore, where possible, we would support the Indian heritage and attempt to recognize their way of life in our delivery of services.

3 - SCOPE

The scope of the Project would provide all of the Department of Social and Health Services, public assistance services, with the exceptions of those noted above, to a client population residing on the Lummi Reservation and an area immediately adjacent to and surrounding the Reservation. Primarily due to lack of housing on the Reservation, the catchment area extended beyond the Reservation boundaries because there were a number of Indian families living in the small town of Marietta and surrounding areas. Services to children in foster care would be provided if their parents or parent were residing on the Reservation. We later found it necessary to extend services to some Lummi families residing in the nearby city of Bellingham who were in training or working on the Reservation. For these clients who moved away from the Reservation, services were continued if they were in commuting distance and desired continuing services. This was later changed to maintain contact only with those people who remained in training or were working on the Reservation. The community organizational aspects would be extended to the whole community because of the focus on the community as well as the individual. In addition, changes were made to incorporate the non-Indian living within the Project boundaries. All these changes were made within the first six months of Project operation.

4 - DURATION AND PHASING

Due to limitations in Section 1115 of the Social Security Act, the Project was limited to a three-year Federally funded Demonstration Project. However, because of the detailed career ladder built into the Project and because of the merit system rules and regulations governing promotion, it was considered a five-year project, with the State of Washington incorporating the Project into its ongoing program during the fourth and fifth years.

Accordingly then, we saw each of the five phases as being one full operating year with the staffing pattern necessarily shifted during each phase to accommodate New Careers promotion and intake of base-line Indian staff.

5 - STAFFING AND TRAINING

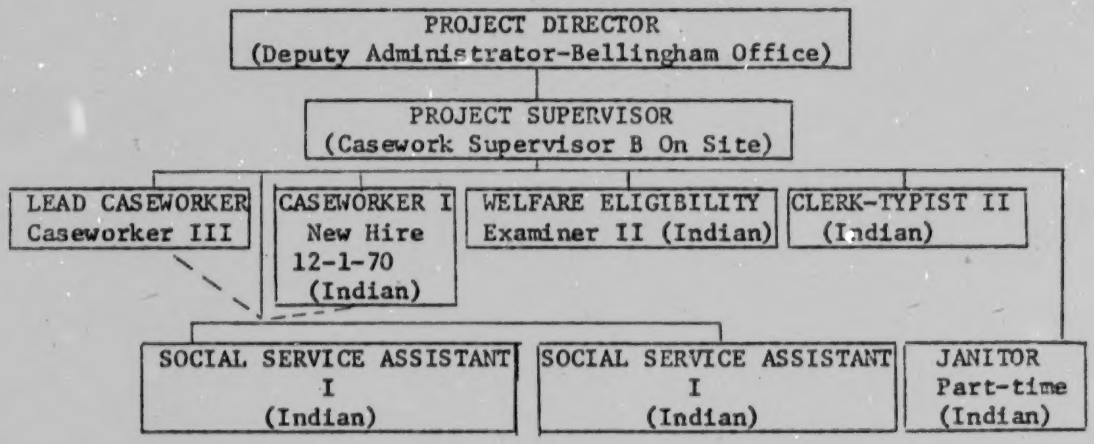
A. Staffing

In the original Project proposal we envisioned the staff as consisting of a Project Director, Project Supervisor, a lead Caseworker III, a Social Service Assistant III, Social Service Assistant I, a Welfare Eligibility Examiner II and a Clerk-Typist II. All positions with the exceptions of the first three were to be Indian personnel.

We encountered difficulties in the recruitment of this staff insofar as we could find no one who was available and qualified for the Social Service Assistant III position. We were, therefore, forced to begin our first year with two beginning level Social Service Assistant I's.

A further problem was encountered after the first two months of operation in that our focus on community involvement clearly required an additional professional staff member. This was discussed with the Department of Health, Education, and Welfare officials and State Administration, and subsequently at the urging of Department of Health, Education, and Welfare, a new Caseworker I position (Indian) was added to the Phase I staffing pattern December 1, 1970. The chart below diagrams the final format of staffing for Phase I.

PHASE I - First Year - Staffing Pattern



The general responsibilities of the professional social service staff were to:

a. Provide a wide range of direct social services to the Lummi people and the community, including casework, group work, community organization, and client advocacy.

b. Work closely with the Lummi Tribal Council and other agencies involved with the Lummi Community, participating in the planning and

development of a comprehensive social welfare program, and to assist in the coordination of services.

c. Direct the work of the paraprofessional workers and provide consultation and supervision to them on the job.

d. Function as teachers and socialization models for the paraprofessional workers.

e. Assist the Lummi people in utilizing and familiarizing themselves with various bureaucratic systems to the advantage of the Tribe.

The general responsibilities of the paraprofessional social services staff were to:

a. Function as primary contact persons with the Lummi population.

b. Teach the professional staff with respect to the "do's" and "don'ts" of the Indian culture and community.

c. Actively participate in the defining of values and identification of areas of need of the Lummi Community.

d. Provide very practical "here and now" kinds of direct services to the Lummi people.

e. Function as representatives of their people and in turn provide models for them.

From the beginning, financial and social services delivery was separated in accordance with Federal and State requirements. Our financial worker has been an Indian who came to us through a Department of Social and Health Services New Careers program and his general responsibilities were to:

a. Maintain all financial intake and financial eligibility determination and maintenance of ongoing financial records.

b. Determine eligibility and certify all food stamp applicants and recipients.

c. Assist the Lummi people in learning the basics of eligibility of welfare programs in order to help them understand their rights and responsibilities in the administration of their public assistance grants.

d. Be aware of the imposition of systems requirements as they reflect on cultural patterns and to reflect to administration the need for or amelioration or change.

The Clerk-Typist II was to provide all of the clerical functions for staff as well as be the Receptionist and therefore was the primary contact for the Indian people seeking social and financial services from the Project office. We were able to hire a qualified Indian who has remained with us throughout the Project.

The specific duties of the Project Director, Welfare Eligibility Examiner and Clerk remained the same with respect to the functioning Project throughout the phases.

These duties were:

Director:

a. Assume responsibility for overall Project function.

b. Coordinate work flow between the Project and local offices.

c. Assume responsibility for coordination and clarification with State and Federal administrative personnel.

d. Be responsible for administrative decisions regarding personnel matters and general Project operation.

e. Hold regular conferences with Project Supervisor and monthly meetings with Team as a whole.

f. Provide consultation for Team Supervisor regarding problem areas such as coordination between various agencies and/or Tribal government.

g. Meet frequently with Project Supervisor and lead Caseworker regarding evaluative review of overall Project operation.

h. Assume responsibility for written reports and evaluations to be submitted to the Department of Health, Education, and Welfare and to the State administration.

Welfare Eligibility Examiner:

a. Determine eligibility for all categories of financial assistance and food stamps.

b. Authorize financial assistance and food stamps as indicated.

c. Maintain skills and knowledges necessary to work within the recognized Departmental financial eligibility system.

Clerk-Receptionist:

a. Perform all clerical tasks required by Project Supervisor and Team.

b. Be responsible for maintenance of all social services and financial controls needed to ensure adequate ongoing Project functioning.

c. Assist in the assimilation of new or changed systems imposed by the Department of Social and Health Services regulations.

The organizational structure of the Team and the specific duties of the Project Supervisor, lead Caseworker and Social Service Assistants varied with each phase to provide for upward mobility throughout the five-year period. The specific duties for Phase I were as follows:

Project Supervisor:

a. Be responsible for overall outstation functions.

b. Assess needs of the community as reported by Team members.

c. Cooperate in the development and evaluation of community social welfare projects as requested by the Tribal Council, Coordinating Staff, Advisory Board and various functioning Tribal committees.

d. Explore potential community resources to be utilized as needs became fully assessed.

e. Conduct weekly Team meetings regarding agency policy changes, Project development and workload management.

f. Be responsible for overall training of Social Service Assistants including on-the-job training and academic training through local college facilities and programs.

g. Conduct weekly individual conferences with all staff members as to their functioning and Project development.

h. Develop specific job descriptions and expectations yearly for all staff according to their individual progression.

Lead Caseworker:

a. Major responsibility for caseload activities in Child Welfare and Family Services.

b. Assist the Supervisor in assessing needs of client group both from information supplied by the Social Service Assistants and the client and systematically record these needs.

c. Be responsible for community contacts regarding clients as indicated. Social Service Assistants were also involved in selected cases.

d. Work with Social Service Assistants in caseload activities including task assignments, discussion of case and teaching.

e. Provide consultation and some direction to Junior Casework and Social Service Assistants thus contributing to their development on the job.

f. Assume supervisory responsibility of overall Project in Supervisor's absence.

g. Assume an active role at the request of community committees responsible for social program development.

h. Report annually to Director and Supervisor on community activities in order to assist in required Project reports.

Caseworker I:

a. Under the guidance of the lead caseworker and direct supervision of

the Project Supervisor, provide social services to Family and Adult Services cases.

b. Provide entry services to new applicants and banked family and adult cases.

c. On cases specifically selected to provide growth and development to the worker, participate in a child welfare caseload with consultation given by the lead Caseworker.

d. Make community contacts and assist in the development of community resources on the Reservation and to include participation with Tribal committees as requested and assigned by Supervisor.

e. Work with Social Service Assistants in selected program areas and provide needed consultation.

Social Service Assistants:

As both Social Service Assistants had to be hired at a beginning level, case assignments were made as their differential rate of development allowed. Their responsibilities were to:

a. Act as outreach workers in bringing needy population to the agency or other resources.

b. Act as a liaison between the community and the agency, both on individual cases and in team meetings and conferences.

c. Act as socialization models for their clients, "going with and doing with" as needed.

d. Participate in an on-the-job training program as well as academic college class work.

e. Develop recording and writing skills as required in the delivery of social service programs.

The above duties for all staff are as they finally evolved after a few months of operational experience.

PHASE II

Because of staff turnover, the variabilities of the qualifications of Indian people we were able to hire, and the effect of regular promotions, the staffing pattern changed during Phase II. Following are charts of the staffing patterns at the beginning and the end of Phase II. A new proposed position of Home Economist was included as a result of a direct request from the Tribe that we seek the possibilities of including such a person to work with us and directly with the Tribes Housing Authority and clients in a proposed Tribal home building program. Actually this position was not filled until April 24, 1972.

Several factors entered into the delayed hiring for this position. The major problem preventing the hiring was the loss of Tribal personnel and the Tribes's subsequent reorganization of delineated responsibilities. The person who was

to be the direct Supervisor of the Home Economist and the Housing Program for the Tribe, held dual responsibilities as Business Manager and Housing Authority Chairman. He resigned this position early in the summer of 1971 and reorganization problems delayed the appointment of a new Tribal Housing Authority Chairman.

Early in October 1971, the Project Director and Supervisor met with the new Tribal Business Manager and the Tribal Chairman, explaining that unless adequate programming and supervision for the Home Economist position could be resolved by December 1971, we would necessarily recommend the cancellation of the addendum Project and a return of 1115 funds to the Federal government. They were most concerned that this position be retained and felt that the need for such help still remained and would increase because of the prospects for funding of a new Housing Urban Development Housing Project for the Tribe.

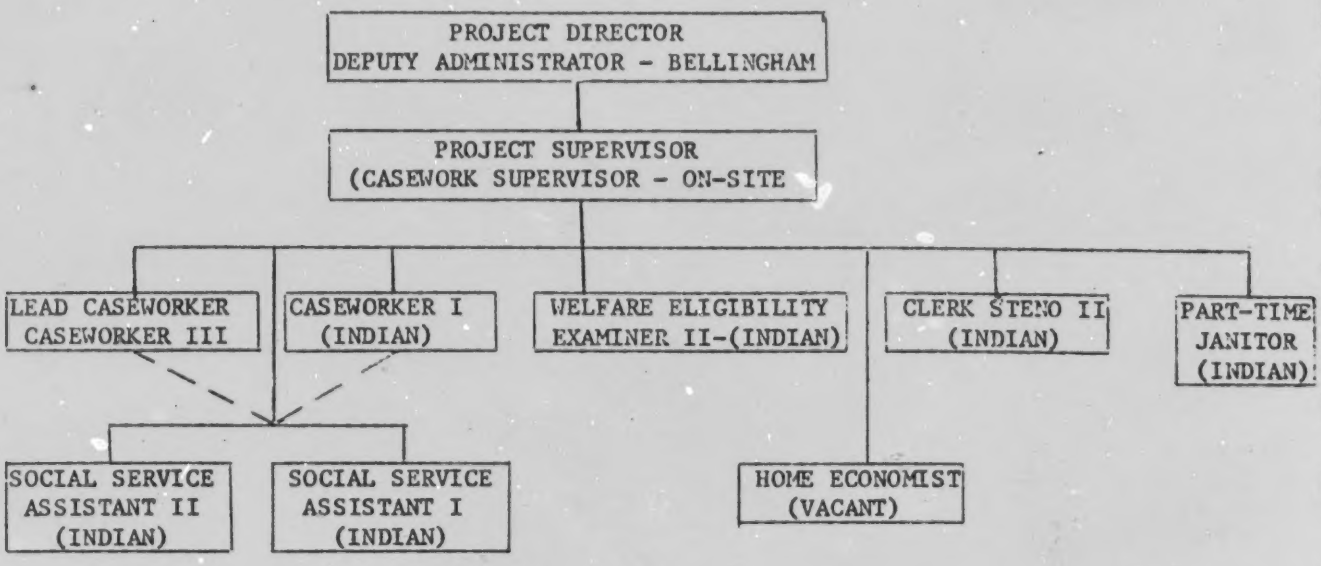
The problem was resolved in early December 1971 and we immediately requested that the position be announced and a register be established through State Personnel. Announcements were published in January 1972, and a register was finally established in the latter part of February.

Selection of a suitable candidate proved difficult, primarily because of the State testing method and requirement of selection from the register. Many of the applicants were classroom teachers or teachers in higher education with no experience with minority groups or disadvantaged persons. We feel that part of the problem was our own shortsightedness in not requesting a special position oriented particularly to this Project on a special selection basis. As it was, we used an existing State position classification much more oriented towards the teaching of Home Economics, thus the plethora of teacher applicants.

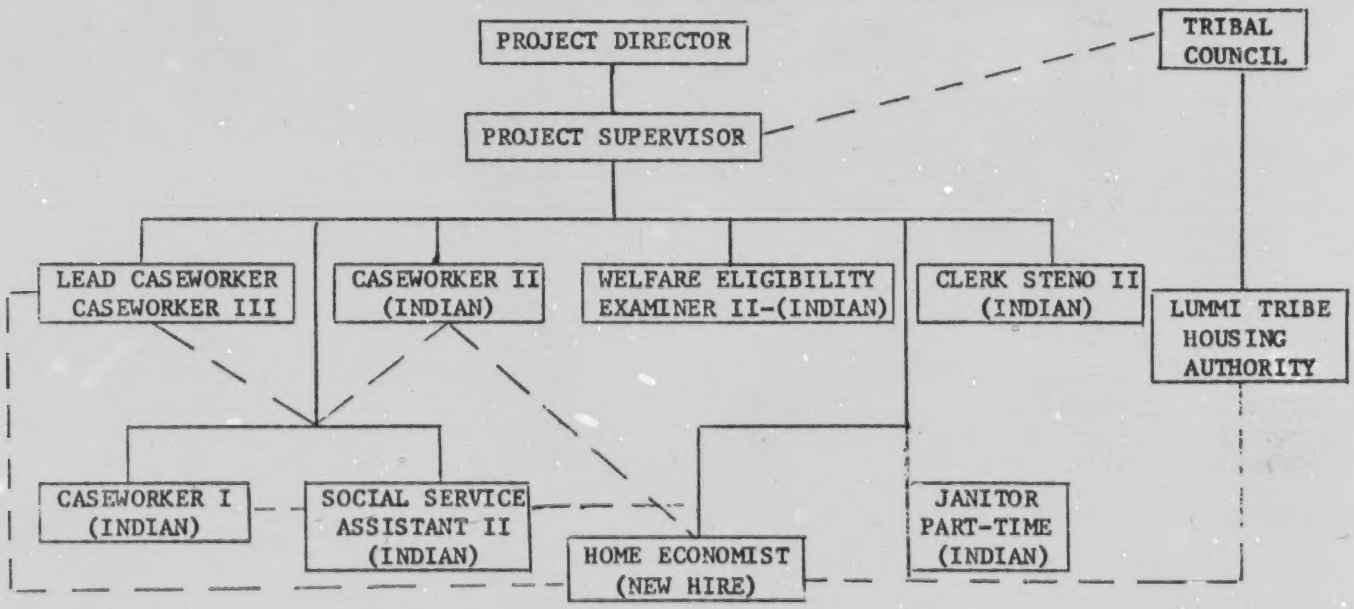
We involved Indian people from the Tribe's personnel committee in the oral interviews process to help us in the selection because of the recognized need for the person hired to be completely acceptable to the people of this Reservation.

The person was finally selected and hired as of April 24, 1973 and the addendum Project was approved by the Department of Health, Education, and Welfare for projection into Phase III. At the end of Phase III, the position with the Project was terminated with the Tribe assuming full responsibility for the Home Economist Program. The Tribe was so pleased with the Project Home Economist they hired her directly on Tribal staff together with the Tribal Home Economist Assistant whom she continues to train and supervise.

PHASE II--BEGINNING OF SECOND YEAR STAFFING PATTERN



PHASE II--REORGANIZATION PATTERN END OF SECOND YEAR



General responsibilities of staff during this phase remained the same. Specific responsibilities of the Social Services staff, though maintaining much the same community focus, nonetheless, changed in relationship to their responsibilities to one another. This was particularly so as one Social Service Assistant position had been reclassified to a Caseworker I position. The Caseworker III assumed responsibilities for Entry Child Protective Services and child welfare cases as well as the ongoing complex child welfare load. He also became more active in consultation and teaching the Caseworker II and Caseworker I in child welfare areas.

The Caseworker I and Caseworker II shared the bulk of the Family Services load as well as selected child welfare cases for their own career development progression.

The Social Services Assistant assumed the Adult Service load and began training in and assumption of responsibility for Day Care assessments and child care planning.

PHASE III

The general responsibilities continued to remain much the same for all staff with an increased focus on our community responsibility. Specific duties for the Junior Caseworkers and the Social Service Assistant III were the only ones that changed from previous descriptions. The Junior Caseworkers assumed full shared responsibilities with the lead Caseworker for Child Welfare and Child Protective Services cases.

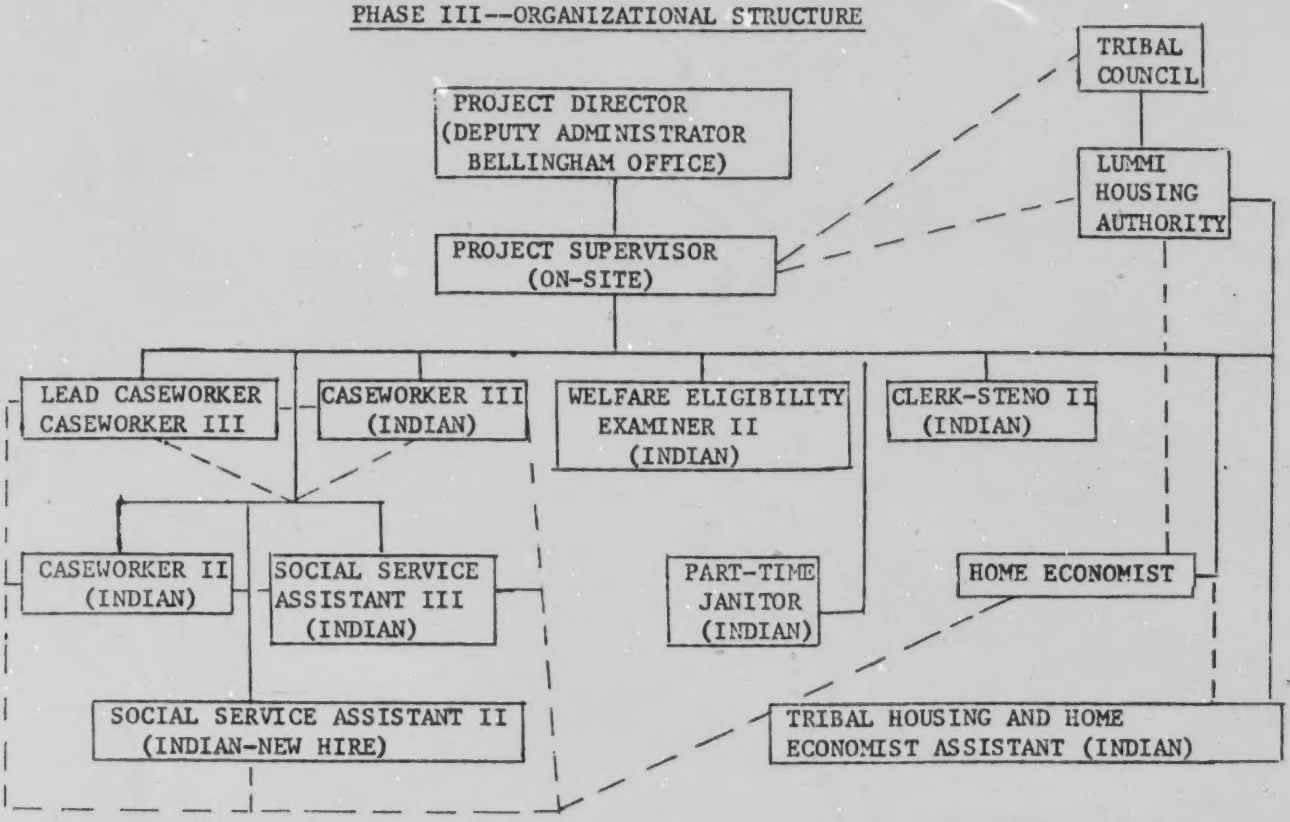
The Social Service Assistant III completed in the middle of Phase III her academic credential training and became available full time for casework responsibility. Her increased duties included full functioning in periodic Day Care home assessments, relicensing of day care home facilities and all adult ongoing services. Unfortunately, this progression was short-lived insofar as she has had to be on extended leave status because of illness since the latter part of February 1973. This has meant a temporary reorganization of duties in which casework staff in addition to their regular duties have had to provide abridged Adult and Day Care Services.

In accordance with the planned progression of Indian staff a new Social Service Assistant II was hired the middle of February 1973. He assumed a controlled load in Adult Services at a beginning level of functioning and combined this with an academic accreditation program which removed him from caseload functioning two days per week.

The Home Economist's duties remained the same as outlined in the Addendum Project. She completed her contract with this Project at the end of Phase III and has gone on to direct employment by the Tribe with the same duties and responsibilities.

Following is a chart of the organizational structure during Phase III. At the end of Phase III the Home Economist is removed from direct line of authority from Project Administration and a consultative relationship is newly established.

PHASE III--ORGANIZATIONAL STRUCTURE



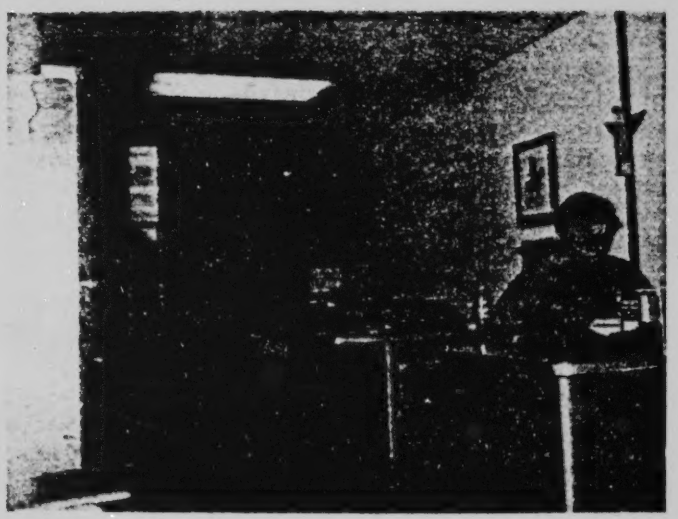
B. Training

The original concept for training envisioned obtaining 30 quarter credit hours at an accredited college for Social Service Assistants leading towards progression to the Caseworker I position.

Early negotiations with Western Washington State College, a four-year degree institution, seemed to set the pattern for enrolling the Social Service Assistants as special students in one three-credit hour course for each quarter. This class was to be held semi-monthly for a total of four hours per month.

The original plan called for the lead worker to sit in on classes with the instructor and the Social Service Assistants in order to act a Project-College liaison and to relate class material to actual on-the-job training and practice. Tuition for each student was projected to be $75 per student plus $15 for books and supplies or a total of $180 per quarter.

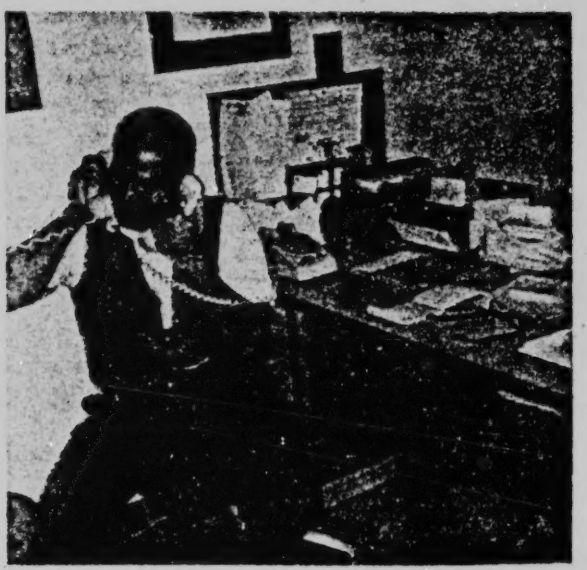
It was anticipated that although the college program would remain as flexible as possible, the course material would focus primarily in the fields of anthropology, sociology and psychology. We planned to use the Lead Caseworker and Project Supervisor to conduct training sessions at the Project semi-monthly on alternate weeks. This training was to focus on: (1) relating class material to on-the-job situations; (2) agency policy, procedures, rules and regulations; (3) human growth and behavior concepts; (4) the helping process.



PROJECT CASEWORKER AND SOCIAL SERVICE ASSISTANT

PROJECT CASEWORKER

PROJECT CLERK-STENOGRAPHER



PROJECT ELIGIBILITY EXAMINER

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Early in Phase I and continuing through Phases II and III, a shift occurred in the proposed training plan due to several factors. First of all, we did enroll the Social Service Assistants as special students on a conference basis. However, due to increased enrollment and financial cutbacks at the college, demands on professional time for individual conferences proved to be a difficulty. The one quarter for which training was arranged in this manner was extremely inconsistent and nonproductive, part of which was due to lack of time on the part of the professor as well as the lead Caseworker. Subsequently, the Project Supervisor negotiated with the New Careers staff and Western Washington State College for the enrollment of the Social Service Assistants under the New Careers Program.

Such an arrangement proved to be effective and continued in its effectiveness throughout the New Careers Program, primarily because the New Careers group consisted of 12 trainees with 4 college accredited trainers assigned to them. This allowed for optimal, direct help on formal academic assignments.

During Phase I and the early part of Phase II, the Project Supervisor met monthly with the New Careers Training Coordinator to ensure that academic materials were related to on-the-job training materials and assigned case experience. Such close coordination allowed the accrual of one credit per month based on field work experience.

During the latter part of Phase II and until the termination of the New Careers concept during Phase III, coordination between the Project Supervisor and the New Careers Coordinator assumed a periodic, consultative structure. The one Social Service Assistant who remained with the Project to the completion of training was able to obtain 106 quarter hours and received certification of completion of the New Careers program.

The second Social Service Assistant position had been reclassified to a Caseworker I position at the beginning of Phase II. The person hired at that time was an Indian qualified for that position as she had received previous New Careers training as a Social Service Assistant through our Department and Western Washington State College.

Lastly, the Social Service Assistant II hired in the middle of Phase III, has been enrolled at Whatcom Community College in the Associate of Arts Degree program. This is not under the auspices of New Careers but is a direct contract with the Community College. He will obtain an Associate of Arts Degree this summer.

The Washington State Department of Social and Health Services career plan allows for the entering of non-degree personnel at the Social Service Assistant I level. In order to enter the professional Caseworker series, the Social Service Assistant I must progress through the Social Service Assistant II and Social Service Assistant III series with a two-year period of time and in addition, obtain 30 college credit hours and be able to pass a written examination. Through the above college training program, the on-the-job training provided, plus the continuity of case experience on Project staff, the senior Social Service Assistant is eligible to apply for the Caseworker I examination at the present time. The Junior Social Service Assistant will be eligible by August 1974.

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On-the-job training included all staff. All Departmental training in systems improvements and skills training as it became available throughout the three years of operation has been made available to staff.

The Welfare Eligibility Examiner and Clerk received special training on the implementation of the new Departmental financial and intake system, as both came on staff without previous training in these areas.

In addition to the above, our Welfare Eligibility Examiner has been assigned for his technical training and skill development to the Financial Section of the Bellingham office on a regular weekly basis.

Our Clerk-Stenographer received basic orientation to Departmental systems at the beginning of the Project in 1970. This was done under the auspices of the clerical supervisors and staff in the Bellingham office. Since that time, she has consistently participated in general staff meetings of Project personnel and most recently participated in a workshop seminar for Department clerical staff presented by Western Washington State College. Changes in policies and procedures are regular in-service training conferences between the Project Supervisor and the Clerk-Stenographer.

General staff meetings geared toward information flow, orientation to change, technical and mechanical problem solving and intraoffice coordination, have been held on a weekly basis.

Periodically, large blocks of time have been reserved for in-service training to professional and paraprofessional staff. These in-service training meetings initially were geared to provide such training only for Project staff. During all of Phase II and the first half of Phase III the Social Service staff meetings were expanded to include the Indian Counselors employed by the Tribe in various Tribal health, education, and welfare programs. These people were included in our staff in-service training program at their own request and with the sanction of their Tribal supervisors.

Approximately four outside professional workshops, seminars or institutes were attended by staff during each of the three phases. These special sessions dealt with paraprofessional training, drug and alcohol abuse, child protective services and maternal child care, poverty law, Indian heritage and education, professional treatment approaches and consumer education. We view both in-service training and the utilization of special training resources essential to coordinated staff development and as an ongoing, limitless process. Provision of such training, however, requires careful planning in the development of a meaningful curriculum and related outside training.

The details of this and the above mentioned in-service training will be given in Chapter VI.

6 - METHOD OF OPERATION

Project staff, with the exception of the Director, were housed in a 768 square-foot modular office unit designed by the staff and located at the Tribal Center on the Reservation. This allowed us to keep in close proximity to clients, Tribal government and social organizations. The Project Director retained his office in the Bellingham local office as his total duties included responsibilities as Deputy Administrator. He met weekly onsite with Project Staff and fulfilled his duties as outlined for the position of Project Director.

All existing financial and social services were provided by the Project staff with the exception of those items noted in our discussion of Goal II in this chapter. We had originally intended to incorporate these services by the end of Phase III but careful review and assessment of this plan resulted in our concluding that such incorporation was not practical to an operation of this size. We, therefore, concentrated our efforts on securing coordination between the Bellingham local office and the Project office in the provision of these services to the Lummi community.

A 15-passenger Dodge Maxi-Wagon was provided through 1115 funding for the purpose of maintaining twice daily mail service between the Project office and the Bellingham local office and to provide transportation services to needy individuals and community service programs of the Lummi Reservation. This was necessitated because of the complete lack of any public transportation from the Reservation to any of the Whatcom County communities. This greatly facilitated the functioning of the outstation, but more importantly allowed Project staff to assist the Lummi Community in its desired expansion of social and recreational program use. To maximize utilization of the van in this respect, we recruited Indian volunteer drivers under the Department of Social and Health Services volunteer program, whom we then qualified under state licensing regulations to drive a state vehicle. Besides the community programs, needy community individuals have been transported daily from the Reservation to the Bellingham area.

The Project Social Services staff worked both individually within their assigned duties and as a close knit team when client situations required such concerted efforts. Clients were never turned away when the responsible worker was absent but all workers understood that they carried a secondary responsibility to total Project caseload and therefore, services were offered on a short-term basis pending the assigned worker's return. The option was always the clients. On selected cases, staff also operated as a single entity team with each member carrying service responsibility for specifically assigned services to the individual case. Such assigned responsibilities were determined on the basis of client need and the singular talents each team member could contribute toward the resolution of the client's problem. In such cases the assigned worker retained primary responsibility and the Project Supervisor provided regular consultation. This arrangement provided for appropriate case management and avoidance of duplication of services.

The treatment approach by staff from the inception of the Project throughout all three phases was to utilize all available methods of casework, group work, community organization, socialization and client advocacy. The approach was, and remains, a pragmatic one. The basic and initial approach was always socialization as this is the service delivery method primarily used by the Department of Social and Health Services. Social contracting between client and worker is a part of this concept and was always used in the ongoing caseloads as part of the Departmental requirements.

We believe that the most characteristic and unique factor involved in this special Project with a minority group has been our involvement in and commitment to the concept of correlating individual problems and needs with the problems and needs of the community. This, concomitant with the necessary sensitivity to the cultural value system of the minority group, combined into a formulation which optimized intergroup trust development. This in turn

maximized social program outreach and utilization and enhanced the effectiveness of Project team operation.

Total staff became known as individuals by the community through such a type of operation and the community progressively demonstrated its feelings of freedom in contacting anyone on Project staff regarding personal as well as community problems. This was also obvious on a progressive basis in the way in which staff were utilized on an informal consultative basis not necessarily relating to registered clients. The staff's continuing cooperation in such instances furthered the cementing of positive interpersonal relationships between staff and the people of the Lummi community.

This total concept and the resulting qualities noted above enabled the Lummi people to deal positively with Project staff in those areas which because of authority or other limit-setting systems requirements would ordinarily tend to fracture client/worker relationships.

7 - PROGRAM PLANNING AND DEVELOPMENT

The Tribal Council in their Community Action Program proposals consistently indicated the need to improve health, education, family situations, employment, and the community. They also expressed a need for professional help in the planning phases of developing programs to meet these needs. A major function of the Project staff, then, was to participate in the planning and coordination of these programs on the request of the Tribe.

The Tribal Council as the official governing body of the Lummi Indian people has administrative authority over all existing programs on the Reservation. We therefore kept in mind that sanction for the Project Team's involvement in social welfare planning had to come from Tribal leadership, i.e., the Tribal Council or its delegated representatives. This does not suggest that the State public assistance programs were administered by the Tribal Council; it does mean that our presence on Tribal land had to be continuously approved and supported by them and that our involvement in their programs was subject to limitation by them. Our failure to remember this could result in our loss of support from the very people we are trying to help and as a consequence we could be requested to leave the Reservation.

Every possible attempt was made to avoid imposing white-middle-class values on the Lummi people. The role of the Project team might best be described as that of interested participants and enablers, being neither passive regarding community problems nor aggressively overbearing regarding solutions to these problems.

This approach resulted in staff involvement and participation in almost all formal Tribal committees dealing with social programming as well as the overall Tribal Coordinating Board consisting of all Tribal program heads, and a myriad of other activities, both long and short term, which resulted in the development, implementation or modification of the social programs now in existence on the Reservation.

We have appreciated the trust demonstrated by the increasing usage of Project staff by various levels of Tribal leadership for informal consultation on an as needed basis.

8 - COORDINATING STAFF AND ADVISORY BOARD

A. Coordinating Staff

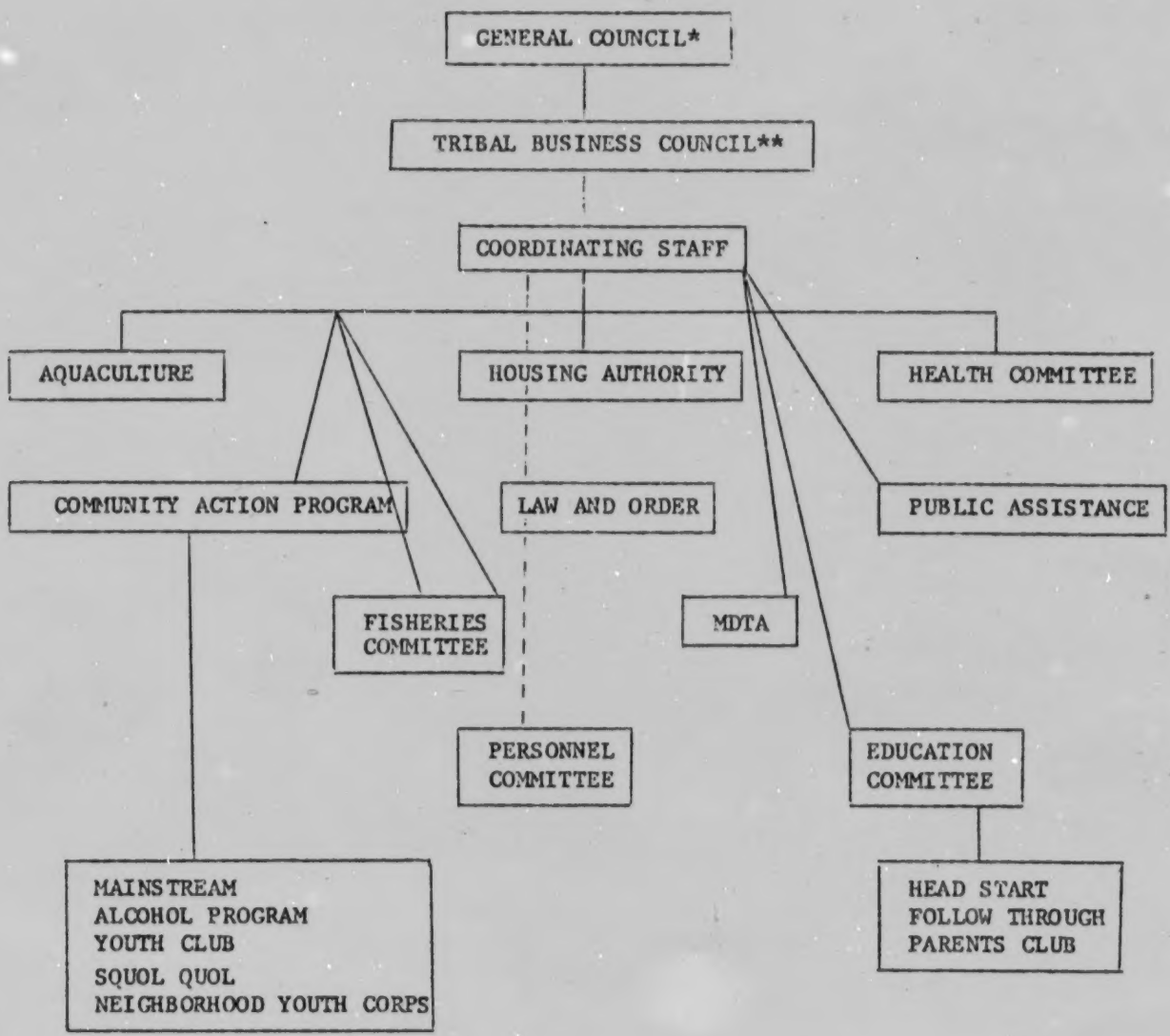
In the original proposal we considered it essential that a Coordinating Board be established which would have responsibility for the coordination of programs and services in order to ensure common goals, smooth operation and to avoid service gaps or duplications. Board membership would consist of all Social Service agencies, local, State and Federal, who were involved with direct service delivery to the Lummi Indian community.

We had originally planned that such a Coordinating Board would be phased out by the end of Phase III with the Project Team assuming responsibility for coordinating its own functions with those of other agencies involved. Then, if at the time of this phaseout there was an indicated need for some type of a continuing coordinating body, a new Board could be formulated consisting exclusively of Lummi Indian people.

As the Project Team became involved in the acutal process of Phase I, and as our consultation with Tribal leaders increased regarding service delivery planning and implementation, it became clear to all concerned that our original idea was inappropriate. For one thing, the Tribe had already developed some formalized relationship structure with all of the agencies involved as similarly had the Department of Social and Health Services. This situation made it a critical point that the impetus for any coordinating body come from the Tribe itself. Secondly, we were able to discern that the Tribe had already become acutely aware of the need for coordination and Project staff strongly supported such organizational ideas at every opportunity.

Late in Phase I, the Tribe formally established a Coordinating Staff body consisting of the heads of the various programs and projects existing on the Reservation. They made a point from the beginning of this Coordinating staff body that the Lummi Project was to be considered Lummi staff for the purpose of this committee. The organizational structure was as follows:

LUMMI STAFF ORGANIZATION



*All Voting Members of Tribe.

**Elected Governing Body.

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All other agencies were considered peripheral to this Coordinating Staff and indeed the one consistent outside agency involvement on the Reservation on this kind of relationship, has been the Department of Social and Health Services Lummi Project.

The Coordinating Staff as outlined, was appropriately functional and a positive influence on all programs throughout Phase II and the very early part of Phase III. However, the highly accelerated economic and administrative development of the Lummi Tribe and all of the structural and organizational changes that such a rapid development involved, created functional problems for the Coordinating Staff Committee and for a period of time the Committee was disbanded.

Recent developments such as the Federal Service Integration Project, establishment of various coordinating positions, and the revitalization of the many program committees are now leading towards overall reorganization. At present, a Human Resources Board of all social services programs is functional. The Lummi Project again has been included as a part of the functioning committee and it appears that this will be the designated overall social welfare planning and coordinating group.

B. Advisory Board

Leading out of the restructuring of our original proposal of a Coordinating Board and the later development as outlined in "A" above, the Project Director and Supervisor strongly felt that the Project itself needed to build in a more direct consultative link to the broader Lummi Community. It was decided that an Advisory Board designed to reflect opinions of the general Lummi Community was the optimal way of fulfilling the consultative needs. We attempted to organize such a Board in the latter part of Phase I but because of our own naivete in understanding what elements could work together and the direct versus indirect organization approaches, we were not able to make this a functioning body until the middle of Phase II. At that time, we reorganized and restructured the Board and membership has remained constant since that time.

The Board, which is still active, consisted of eight members all of whom were Indian residents of the Reservation. This Board reflected broad representation of the Reservation as its membership included a member of the Tribal Council, Smokehouse (Traditional Cultural Religion) and religious leaders, Tribal elders, public assistance recipients and interested community representatives. Their varied roles and backgrounds in the Tribal Community embodied the traditional Indian heritage, the concerns of the Tribal government, and the older and younger Indian.

The Board has been as follows:

Mr. James Adams - Mr. Adams is a member of the Tribal Council and former Tribal Personnel Committee Chairman. He has been active in Tribal government for some time and assisted us in the screening and selection of the original Project Team members.

Mrs. Juanita Jefferson - Mrs. Jefferson is a former Community Action Program Director and has been the MDTA Coordinator for the Tribe. She is also Chairman of the Law and Order Committee and deeply concerned with juvenile problems. Mrs. Jefferson was recommended by the Project for an appointment to the State

Child Care Advisory Committee and is now serving in that capacity.

Mrs. Della Finkbonner - Mrs. Finkbonner is a young mother who has been interested in becoming involved in Tribal affairs. She is a trained beautician and has recently opened her own beauty shop on the Reservation. We feel she is representative of some of the younger families, who have achieved some success economically and educationally. She is also a member of the Head Start Advisory Committee.

Mr. Isadore Tom, Sr. - Mr. Tom is a Tribal elder and Smokehouse leader. He is one of the most respected members of the community and one of the most knowledgeable in regard to Lummi tradition. Employed by the Ferndale School District through the use of Johnson O'Malley funds to teach Indian culture and tradition, he recently received the Washington State Education Association "Joe A. Chandler Award" for his contribution to the preservation of Washington State's heritage. He has great concern for older members and the children of the Tribe and for commonality of understanding between non-Indian and Indian.

Reverend Ray B. Paul - Reverend Paul is an elder and a religious leader of a small Protestant group on the Reservation and as such performs most of the Protestant marriages. His home was one of our first licensed Day Care Homes and he and his wife continue to provide regular Day Care services.

Mrs. Francis Tom - Mrs. Tom is the mother of a large family and a member of the Law and Order Committee. Her interest in social welfare services available to the community led her to accept this position on the Board.

Mr. Joseph Washington - Mr. Washington is also a Smokehouse leader and a recognized traditionalist. He is well known in the outside community for an Indian dance group he leads and for his speaking ability and knowledge of Indian tradition. Mr. Washington has taught Indian dancing to the Head Start youngsters and taught the younger people in the Summer Youth Activity Programs. He is a member of the Health Committee and a highly respected member of the Tribe.

Mrs. Evelyn George - Mrs. George has had long-time concerns about public assistance, its programs and methods of operation. She is the mother of a very large family and a competent manager. She is constant in her Board responsibilities and has been helpful in her ability to reflect special community concerns.

We have used this Board not only in an advisory capacity but to help us define community needs and solutions in meeting those needs. They have been encouraged to question our methods of operation and to be free in offering suggestions in matters they see fit as well as in those problems and situations that are brought before them, or that as individuals they may choose to bring before the Board.

9 - SPECIALIST CONSULTATION

A. Anthropologist

The original design of the Project called for an anthropologist from the Sociology-Anthropology Department of Western Washington State College to act as a consultant-advisor to the Project regarding the assessment of various community problems with respect to the culture and ethnic dynamics involved.

In addition, he was to assist the Project staff to develop an effective evaluation design to assist in validating the methods used in this Project and to assist in drawing together information as to how the Indian client is or is not culturally different from the non-Indian client.

During the early development of Phase I, we encountered great difficulty with this concept which led us to revise the opinion that such a consultant was imperative. First of all, the only anthropologist available with some knowledge of Indian culture was on the staff of Western Washington State College. We discussed this matter with him at length, but primarily due to the fact that he and his students were working with anthropological informants on the Reservation, he did not wish to be identified as a consultant to this Project. He felt such identification of himself in this role would be detrimental to his separate studies. Secondly, the Lummi people themselves were the best contacts and consultants regarding their culture and its influences on our work. They made it clear to us that they did not want to be involved in anthropological studies of any kind.

During the three Phases of Project operation, we have purposefully and consciously developed our trust relationship with the Lummi people and increasing amounts of information and guidance regarding inter-cultural conflicts have been afforded to us by the Indian people.

Although it was indicated in the original Project proposal, that consultation on cultural matters could possibly advise us as to the working possibilities of such a Project with other Indian tribes of minority groups, the Project Staff is not in agreement with this. It is recognized that there are certain cultural similarities among the Northwest Tribes and that there are certain commonalities between groups of minority and disadvantaged people but it must be acknowledged that it is the uniqueness and difference of the group being worked with and in the area of trust relationship that one must clearly operate. For these reasons, the requirement for this consultant position was cancelled.

B. Psychiatric Consultant

A psychiatrist was employed on a contract-fee basis throughout the three Phases of the Project. This service was in addition to that time available for direct treatment through the Division of Indian Health Clinic and the local Whatcom Community Health Clinic. There was no duplication of service as only a very restricted number of clients were referred to the consultant for direct assessment and treatment. Several of the contracted consultant hours were spent in this direct service but far more hours were spent in consultation with the Team regarding the ramifications of the myriad problems involved in some Project cases. These cases were specifically selected for such referral as they provided the consultant and the Team with generalized situations containing both psychiatric and socialization components which held value in the consultant's main area of teaching and the Project staff's learning and sharpening of skills in service delivery.

The main areas involved in this consultative service revolved around cultural conflicts, alocholism and family disorganization. A more recent development was the bringing together of the consulting psychiatrist and the recognized traditional Indian Smokehouse religious leader in joint planning and treatment. Both sides have learned from this experience and we see a resultant enrichment of resources avialable to the Indian People as well as to Project staff.

C. Legal Consultant

Throughout all three Phases the same attorney has been employed on a contract basis as a consultant to the Project and to provide specific legal services to clients for whom no other resources were available. We were most fortunate in our selection of the attorney who had prior experience as an assistant attorney general assigned to the Department of Social and Health Services. The private practice he assumed was with a firm long concerned with Indian problems and was located in Ferndale, only about seven miles from the Reservation.

His services have been used for legal interpretations and advice regarding land problems and laws in respect to public assistance on an Indian Reservation. He has given consultative services to the Team consisting of conferences, legal research, oral and written opinions. Services directly to clients have involved both civil and criminal matters. This has been provided through conferences, legal research, oral and written opinions and representation both out of court and in court for legal actions. All direct services to clients were screened by the Supervisor and determination made in consultation between the Legal Consultant, Caseworker and Supervisor as to the social implications and justifications for such legal assistance.

The Legal Consultant met regularly with the Project Team in his consultative capacity in regard to specific cases and legal actions as they pertained to the general ramifications of service delivery to our clients and the forwarding of Indian Rights.

We feel this has been an invaluable service to Project staff and to the Lummi people in effecting resolution of social and cultural conflict. The Tribe, within the past two months, developed its own Legal Consultation Resource which serves essentially the same purposes.

10 - ADDENDUM PROPOSALS

A. Lummi Housing and Counseling Specialist Project (Home Economist) - Addendum #1

> "Housing remains a critical problem and must be met through a total Tribal effort in terms of funding for increased housing and housing repair. The Tribe under the Housing Authority Committee is currently working on funding sources for 100 new homes on the Reservation. The need for further assistance in this area is contained in their direct request for a Housing Counselor and Specialist as an additional contract staff member to this Project. We again point out that availability of land for construction of housing colors this issue. The Division of Public Assistance must take a clearer look at the interpretation of the transfer of Trust Land to legitimate heirs before this can become a developed resource. Housing all over Whatcom County is critical for low-income groups and it is essential to the survival of the Tribe's economic development. These people cannot work where they cannot live, and the failure of the relocation programs of the Bureau of Indian Affairs tends to prove this fact."*

*Department of Social and Health Services, Lummi Indian Project First Annual Report, April 1971.

Two issues became clear from this quotation: 1) the Tribe's direct request for assistance in their proposed Housing Program for a Housing Specialist; and, 2) the need for the Department of Social and Health Services to review eligibility requirements as they pertained to Indian Trust Lands.

In respect to the first issue, the Tribe saw the need for a Housing Specialist to give direct consulting services to individual families who would be obtaining new homes in the areas of housing maintenance, sanitation, rental payment responsibilities, nutrition, and all of the attendant problems which are created as a result of living and being raised in a poverty situation.

Originally, the Tribe proposed that its own Housing Authority would obtain the services of a Housing Counselor to be associated with the Housing Project for a period of at least one but not to exceed two years. During a visit by the Tribe's Housing Authority Chairman to Washington, D.C., he was informed that neither the Office of Economic Opportunity, Housing and Urban Development, nor the Bureau of Indian Affairs had funds available for such a position. It was suggested that the Department of Health, Education, and Welfare be contacted since this was primarily a welfare problem. The chairman was referred to Frances La Riviere of the Department of Health, Education, and Welfare assigned to the Lummi Demonstration Project. The outcome of this meeting supported the position that such a Housing Counselling Specialist was essential and encouragement was given to the development of an addendum proposal to the existing 1115 Lummi Indian Demonstration Project. The addendum was mutually developed between the Tribal Housing Authority and Project staff.

The qualifications agreed upon required a person with a degree in Home Economics or Sociology. The person selected had to be mature and have the ability to gain the confidence of the Indian people. The position required a high degree of innovative ability since it was anticipated that a multiplicity of social problems would have to be coped with and solutions found. It was anticipated that this position would be needed not more than one or two years. The incumbent should be able to develop a community organization within the Housing Development to take care of future problems of a similar nature which might develop as families new to the neighborhood moved in.

This position was to be an addition to the Lummi Project Staff but was to be detached to the Tribe under the supervision of the Lummi Housing Authority Chairman. However, a reorganization of the Housing Authority resulted in the Project Supervisor initially assuming major responsibility for supervision and development of activities of the Housing Specialist. Once the Tribe's housing program was funded and the Housing Authority reorganized, the initial plan was begun and the Housing Specialist was eventually located in the Housing Authority facility provided by the Tribe.

Reports were made to the Project Supervisor on a regular basis and semimonthly conferences were held by the Housing Authority Chairman, Housing Specialist and Project Supervisor for coordination and definition of activities. Job performance evaluations were done jointly by the Housing Authority Chairman and the Project Supervisor.

Although all of this proposal was originally funded to be effective June 1, 1971, the organizational changes within the Tribe and a concurrent delay in initiating the Housing Project itself, this addendum proposal was not actually activated until April 1972. Consequently, the Department of

Health, Education, and Welfare reactivated funding for this position for Phase III of this Project. The staff member hired fulfilled the goals and objectives of this addendum most successfully. This has been confirmed by recent Tribal action carrying on this program under their own auspices after May 1973, and by hiring the incumbent staff member for a further year.

We will be discussing the details of activities and achievements in Chapter IV in which the overall goals of the Lummi Project will be covered.

B. Day Care (Infant and Toddler Center) - Addendum #2

Day Care on the Reservation has been and continues to be one of the most pressing needs of the Lummi Indian Community. This statement was strongly substantiated in the course of this Project's Phase I identification and documentation of community needs. The problem in this situation was heightened by the massive involvement of the people on the Reservation in the various training programs connected with their overall Economic Development Plan.

If Tribal enterprises were to be geared to economically develop the Tribe into a self-sustaining unit and individual members into independently maintained family units, then it was requisite that the large bulk of the Tribal population be engaged in employment of one form or another. This necessarily involved not only single people but married couples and even segments of families.

The resultant problems of such a massive employment and training picture involved all of the dynamics of accelerated social change, and child care facilities and programs was one of the most important of these.

Pursuant to our conclusions on this problem, and coincidental with the Tribe's own growing concerns regarding gaps in provision of service in this area because of restrictive eligibility requirements, the Project Team, Community Action Program and concerned Tribal leaders held exhaustive discussions regarding solutions to this problem. As a result, a special Day Care Committee of Lummi Indian people was established to develop a proposal for a Day Care Center for infants and toddlers. The Lummi Indian Project staff and the Department of Social and Health Services State Day Care Specialist were included as a working unit of this committee.

We had initially believed that it would be possible to develop an appropriate plan and to present it for addendum funding in the Project report at the end of Phase I. Problems centering around obtaining appropriate facilities, budget determination, community planning and other situational incidences, prevented completion of this proposal until September 1972. At that time, the completed proposal was submitted to the Department of Health, Education, and Welfare as a modified and belated addendum proposal for Phase III.

The modified proposal was approved for funding but implementation of this addendum Project was necessarily delayed as the Tribe was required to provide its own facility for housing the Project. The only available approvable site was a small Naval Base facility which had been recently closed and for which the Tribe applied for acquisition as surplus property. Subsequently, because of Federal budget cutbacks, special funding for this Project was frozen. A second problem prohibiting implementation, was the extreme delay in securing acquisition of the Naval site. As of May 1973 this still had not been clarified.

The result of all of this is that the program has not been implemented and the unmet need still exists. However, this model proposal for Infant and Toddler Care has not been dropped and the Tribe through the Community Action Program and the Day Care Committee are continuing to look toward the acquisition of the Naval Base site and the implementation of a center program through other funding sources. In this endeavor we will continue to work with them and provide the necessary Day Care Specialist consultation.

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CHAPTER II

DEMOGRAPHIC COMPARISONS

LUMMI TRIBE

> "The Lummi Tribe is in the Coastal Salish Group which runs up and down the Pacific Northwest Coast. The Tribe has been and is traditionally marine oriented in nature. The Social organization was traditionally family and village oriented. The practices are still noticeable and common to date. Leaders of the Tribe were recognized by their merit and demonstratable wisdom rather than by the formal selection process. The elders play an important role in the life of the Lummi's in directing essential activities of the group.
>
> The Tribe migrated through the San Juan Islands depending on the seasons. Marine life played a large role in the survival of the Tribe and is still the occupation of Tribal members today.
>
> Language, song, oral traditions, carving, painting and family history combined to create a rich cultural heritage with deep-rooted strong emotional ties. The natural abundance of high quality food and resources in a beautiful environment once made the Lummi's wealthy people, even by modern comparison."[1]

The total Lummi population at present is about 1,600 people of whom about 400 live away from and adjacent to the Reservation. There is an average of seven persons per household and the total population has been growing consistently over the past 30 years. There is every indication that it will continue to grow, particularly, as the social and economic conditions on the Reservation improve.

As recently as 1966, the Lummi Tribe did not have any paid employees on its staff and all services performed were totally voluntary. However, in 1966 an event of major impact on the Tribe occurred when the first Office of Economic Opportunity funded Community Action Program began on the Reservation under Tribal leadership. With the Community Action Program came funds, new organization and new Tribal power. Money for planning, resource personnel, surplus equipment, and facilities for community improvement became available. The experience gained by Tribal members from participation in Community Action Programs gradually prepared new people for new roles with far reaching effects. All phases of Tribal life became exposed to new ideas, and people with no previous training or involvement assumed roles of leadership. A once seemingly

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[1] "Bureau of Indian Affairs, Western Washington Agency, Request for Transfer of Excess Property, Naval Security Group Logistics Area, 1973."

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dead Reservation came to life and is now a bustle of activity and energy devoted to the establishment of economic bases and the development of the human resources of the Tribe.

Following are some significant comparisons of changes that have occurred since September 1969 when our original demographic report was compiled:

Birth and Death Rates

At the time of our initial demography developed in 1969 and based on 1966-67 statistics, the death rate of infants under 12 months of age was 16.5 percent per year in contrast to 1.2 percent of non-Indian infants.

The most current information available from 1969-71 statistics indicates a drop in death rate to 8.5 percent while the non-Indian death rate remains relatively static at 1.5 percent.

Observation

It has been our impression during our three years of operation that an increasing number of Indian mothers are asking for and receiving prenatal care. There is a growing awareness and use of Family Planning Services, and an increasing portion of medical-only case services by this office have been for pregnancies. The past year a Pediatric and Maternal Health Clinic was established on the Reservation; the mobile facility concept is based on the design of the Project office. This facility has developed excellent services, and we have integrated planning and referral services with them particularly as they relate to child welfare services, the unmarried mother and Early Periodic Screening, Diagnosis and Treatment programs. The coordination of the Division of Indian Health and Department of Social and Health Services has resulted in a broader spectrum of medical care for the Lummi people.

Age and Sex Distribution

The initial survey of the population distribution done in 1969 was based on an on-Reservation population of 1,200 people with 400 living off the Reservation. Age and sex distribution figures were only available for on-Reservation people at that time.

Present figures taken from a 1973 Lummi Community Action Program report indicate the following distribution:

POPULATION	TOTAL	MALE	FEMALE
ON RESERVATION	1,274	647	627
OFF RESERVATION	291	151	140
TOTAL	1,565	798	767

The relatively equal distribution of population for male/female contrast to those national, State and county figures that indicate a considerably larger population of females for the general population.

In 1969 statistical information based on the 1,200 people on the Reservation showed 49.2 percent of the population was below the age of 21. Current information places 64 percent of the total Lummi population at 24 years of age or younger. Within this grouping 510 are males and 501 are females. The present total distribution table is as follows:

LUMMI TRIBE #1		WHATCOM COUNTY #2	
AGE	PERCENT	AGE	PERCENT
0 - 15	45%	0 - 15	26.6%
16 - 24	19.6%	16 - 21	14.38%
25 - 44	20.3%	22 - 44	27.44%
45 - over	15.1%	45 - over	31.52%

The above figures indicate that within the Lummi Community 84.9 percent of the population is in the 0-44 year age range whereas in the general Whatcom County population figures, only 68.42 percent fall within this age grouping.

This is one of the factors which accounts for the high degree of focus on services to youth, young marrieds and unmarrieds and our concern with child care in all of its aspects. It also highlights our concern with employment and training and the need for continued housing development on the Reservation.

This will also quickly increase the work force and thereby heighten the need for employment and economic independence opportunities if the people are to remain on the Reservation and close to their families. It has been indicated to us that this is the prevailing wish of the Lummi people. Therefore, without parallel economic development the possibility of major social upheaval is prevalent. The ramifications are likely to be felt in the areas of Tribal government, traditional Indian cultural patterns and the overall influence of the family constellation.

Heads of Households

A sample of 103 households on the Reservation in 1969 revealed the following distribution:

HEAD OF HOUSEHOLD	TOTAL	AVERAGE AGE
MALE	59	42
FEMALE	39	38.8
GRANDPARENTS	5	Not Available

#1 Lummi Community Action Report, March 1973.
#2 Washington State Employment Security, Bellingham Office, Manpower Planning Data Report, February 1973.

A current sample of 62 households was as follows:

HEAD OF HOUSEHOLD	TOTAL	AVERAGE AGE
MALE	37	47.5
FEMALE	23	40
GRANDPARENTS	2	65.5

The ratios have remained approximately the same indicating a relatively stable household head distribution for the past three years.

Public Assistance Recipients

A survey made of Public Assistance recipients on the Reservation in September 1969 indicated a total of 83 grants going into 56 households including approximately 400 persons. Fifty-three (53) of these grants were in the AFDC category. In addition, there were 26 active child welfare services cases involving 101 children, 25 of whom were placed in foster care on and off the Reservation. There was one Indian foster home on the Reservation.

The Project's May 1973 statistics reporting reveals some marked changes. As of that reporting month, there were a total of 127 financial grants in 81 households including 284 persons. There were 32 children receiving child welfare services; 4 of whom were in foster care, 2 in Indian homes, and 2 in non-Indian homes because of special needs. Six Indian foster homes and 10 Day Care Homes have been licensed in our three years of operation. There were 58 AFDC grants involving 213 individuals.

Observations

The changes in these areas, we feel, are a combination of our efforts and/or a stabilizing of some situations. For example, there has been a growth in numbers of persons receiving total and permanent disability payments and these are largely single adults living alone. There has also been an increase of single parent households, a number of whom are young unmarried mothers with one child.

Total numbers included in AFDC grants have diminished as children have become older and left the home in those stable cases and the larger younger family has obtained training and employment of both parents.

Significant efforts have been made to solve the child welfare problems of our original group of 101 children receiving services. Many services have been terminated as children have been returned to their own homes or to relatives' homes and wardships terminated. The most startling example was the return of a 13-year-old boy to his own home after ten years of foster care placement. The reduction of the number of children in foster care is a result of our focus on developing placements in the home of relatives in preference to foster home placement. This serves to provide the child with continuity of identification with family and Tribe and lessens the traumatic effect of severance from his immediate family unit.

We have found this to be an extremely successful method of operation on the Lummi Reservation although it can prove to be very time consuming. This is a result of the extended family system prevalent among the Lummis which necessitated extensive interviewing of all family members concerned.

Employment and Labor Force

Examination of February 1969 statistical information and that of March 1973 Community Action Program report on the labor force again portrays some significant changes and growth within the Tribe.

The present working population, 16 years of age and over, totals 861 of which 423 are male and 438 are female. Of this group 266 females and 125 males are considered not in the labor force for the following reasons:

NON-LABOR FORCE POPULATION	TOTAL	MALE	FEMALE
STUDENTS (16 years and older in school)	93	36	57
MEN (Physically or mentally disabled, retired, institutionalized)	89	89	
WOMEN (No child care substitutes available)	122		122
WOMEN (Housewives, physically or mentally disabled, institutionalized)	87		87

Subtracting those not in the labor force for the above reasons leaves an available labor force of 470 persons, 298 of whom are males and 172 females.

The following table is the March 1973 status of this group:

AVAILABLE LABOR FORCE	TOTAL	MALE	FEMALE
EMPLOYED	315	230	85
Permanent (more than 12 mos.)	263	185	78
Temporary	52	45	7
UNEMPLOYED	155	68	87
Actively seeking work	52	20	32

Observations

The most striking contrast in these figures is the growth of the employed population. In February 1969, 46 percent of the males and 67 percent of the females were unemployed. The above table indicates considerable employment rate improvement in that only 24.2 percent of the males and 50 percent of the females as of March 1973 were unemployed.

The general population in the Whatcom County area has increased 2.4 percent in the period 1971 through 1972, whereas the Lummi population has remained relatively stable according to available statistics.

The available labor force in the Whatcom County area decreased an average of 5.6 percent during 1972. An analysis of the above figures on the Lummi labor force indicate a concurrent decline of 11.5 percent. However, it must be strongly noted here that the group of females eliminated from the available labor force because of the unavailability of child care substitutes are mainly in this position because of stringent day care payment regulations which disallow payment of public assistance funds in two-parent households. Indeed, if such rules were relaxed and these women were added to the currently available labor force, there would have been an increase of 12.8 percent as opposed to the noted decline in the overall Whatcom County figures.

The following chart provides a percentage comparison of the unemployed population of the Lummi Tribe with Whatcom County, Washington State, and the Nation.

	PERCENT UNEMPLOYED AVERAGE
[1]Whatcom County	9.8%
[1]Washington State	9.1%
[1]U.S.A.	5.6%
[1]Lummi Tribe*	32.9%

This indicates to us that despite the general improvement in the Lummi employment picture an employment crisis continues to be in effect on the Reservation.

The major reason for the reflected increase in employment has been the development of Reservation based employment and training programs and Federally funded grants and programs.

Law Enforcement

Current information for comparison in terms of law enforcement, particularly as it relates to juveniles, is difficult to accurately assess due to new computerized methods of capturing statistics by the court. Present methods group all Indian children referrals together and do not segregate by Tribe. Our figures in 1969 were based on identifiable Lummi children and constituted a much higher percentage of referral per population than that of non-Indian children. The Lummi Tribe constitutes about 2 percent of the total county population and at that time accounted for 8.7 percent of delinquency referrals, 12.6 percent of dependency referrals, and 105 percent of delinquent-dependent referrals.

Present available information includes Canadian, Skagit, Nooksack, Lummi and Seattle Indian children referred to the court. Of the total referrals received

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[1]Area Manpower Profile, Employment Security Dept., Olympia, WA, June 1973.
*Based on Labor Force equals 470.

by the Whatcom County Superior Court, these children accounted for 9 percent of the delinquency referrals and 13.4 percent of the dependency referrals. No category of dependency-delinquency is currently in use. A review of our own child welfare cases on the Reservation indicates no delinquency referrals this past year. By far, the major portion of Child Welfare-Juvenile Court cases lie in the area of dependency. Out of a total of 20 children committed to an institution this past year, three were Indian. However, the Regional Juvenile Parole Service Supervisor commented that those Indian children committed have not lived on the Reservation or were not living there at the time of commitment.

Adult Probation and Parole figures for February 1973 indicate that out of the 142 probationers or parolees there are four Lummi Indian males and no females.

Observations

As our current figures represent court referrals for delinquency and dependency for the total Indian population as indicated and as our original figures reflected Lummi statistics only, there is an obvious decline in Juvenile Court referrals of Lummi Indian children.

Previous figures for adult probation indicated 0.4 percent of the Lummi population were on probation or parole, whereas current figures indicate 0.205 percent of the Lummi adults are receiving similar services. This is a 50 percent decline, and we feel that much of the economic and social stimulation of the Tribe is accountable for these declines.

We also feel that the enhanced utilization of counseling and economic help services through the Project offices has helped to stabilize this portion of the population who might otherwise have continued an aberrant pattern of behavior. The development of counseling services by the Tribe in Alcoholism, Mental Health, Employment, Training and Education have also served this purpose.

Family Income

The current average income level of the Lummi family is unavailable as no surveys regarding this have been done since the last statistical gathering reported in 1969. At that time only 19.2 percent had income over $4,700. Although it is believed that the majority still live below or at the poverty level, there are indicators for this as well as for some improvement of income levels. For example, 25 out of the 35 children beginning Head Start in the fall of 1972 were from families meeting the poverty criteria. On the other hand, the 1971 Tribal payroll involving 219 employees on a part-time and full-time basis ranged in wage payments from a minimum of $6 to a maximum of $15,494.47 per year. Eight people received $10,000 or more; 60 people received $3,000 to $10,000; 50 people received $1,000 to $3,000; and the remaining 101 people received from $6 to $1,000.

Observations

The average Tribal payroll* payment was $2,351.16, and when this is compared to the poverty level established by the Federal government for families of seven (average size Lummi family), one can readily see that average income on the Reservation still falls short of this criteria.

*Lummi averages computed on Lummi Tribal employment payroll only. Figures for other than Tribal employment not available.

Average Family Size	Poverty Level Farm	Poverty Level Non-Farm	Lummi Tribal Payroll Average
7	$5,275	$6,200	$2,351.16

Observations

The bulk of much of the income on the Reservation up to this point has either been the direct or the indirect result of Federal Training and Economic Development Programs. The fruition and continuing economic upsurgence of the Tribe remains to be reflected over the next few years of development as Tribal and individual enterprises expand and become independent of this subsidized preparation.

The Project has noticed current effect on its caseload insofar as there has been an increasing rate of short-term financial help requested in contrast to previously noted longer term chronic economic needs. This lends itself to a far more active turnover load for economic services and makes follow-up social counseling an essential part of public welfare services in an area where upward dynamic change is occurring.

Education and Training

The average educational level of the adult Lummi Indian was eighth grade or less according to the original statistics gathered in 1969. At that time 92 percent of the Tribe were in this grouping and less than 1 percent had completed 13 or more years of education. Current information is not available at this time but we do know that a consistent and gradual improvement is occurring. Percent reports for Tribal programs and grants have indicated that some 40 Lummis have been involved in higher educational activities the past three years. This has primarily involved aquaculture and Tribal management trainees.

Specific information is also not currently available in respect to the number of Lummis who have received training the past three years. In February 1969, a sample of 83 heads of household disclosed that 60 had received no training; 2 were in training; and 21 had received training, primarily in carpentry. Since that time, we do know that a number of MDTA training classes have been held on the Reservation in addition to the Aquaculture Program. A Tribal brochure on aquaculture published in October 1972 indicates that nearly 100 Lummis have progressed from total inexperience in science to fully competent scientific technicians in the complex field of aquaculture. Forty-six percent were reported to be employed in some aspect of aquaculture and there has been a continued improvement of the dropout rate insofar as the Lummi student is concerned.

Ferndale School District figures for 1968 indicated 10 Lummis graduating from high school or 7 percent of the total graduates. The percentage of dropouts between the 9th and 12th grades was 52.2.

In June 1973, 27 Lummis graduated from high school. This number represents a total of those graduating from the Ferndale and Bellingham School Districts and Indian boarding schools. Of the group graduating from Ferndale High School, the dropout rate between the 9th and 12th grades based on figures from 1969 through 1973 was 41.2 percent, or better than an 11 percent decrease in Lummi children dropouts.

The overall Indian dropout rate of 5.3 percent for 1972-73 in the Ferndale School District is slightly higher than the overall student dropout rate of 4.5 percent.

Observation

The activity maintained by the Education Committee and the focus of the Tribe toward improving the educational and training levels of its members has contributed immeasurably to growth in this area.

The employment of Lummi culture aides, teacher aides, and counselor aides by the Ferndale School District through the use of Johnson O'Mally funds have contributed to a better mutual understanding and resolution of the problems of Indian children in school. Parents are being encouraged to participate in school conferences and absenteeism is followed up by counselor aides in an effort to prevent the establishment of patterns of nonattendance.

Project Social Service staff have also worked closely with the school system, counselors, counselor aides, parents and children in order to effect school continuance and regular attendance.

Educational attainment at all levels is seen as one of the primary goals of the Tribe and recognized as a necessary base for the improvement of both social and economic standards. This goal has strongly emphasized an in-service training component to which the Project staff has contributed by presenting workshops and continuous in-service training meetings between Project staff and Tribal Social Service Counselors. We have also assisted in the planning and development of in-service training which the Tribe itself has desired to construct for its staff.

Housing

From a survey completed in the fall of 1972, there were 182 Indian homes on the Reservation. Of these, 102 were substandard and 80 were considered standard. These figures indicate a general increase in housing and a decrease in sub-standard housing as compared to the original figures indicated in the 1970 Lummi Project proposal. These latter figures were taken from a survey completed in 1969:

Year	Substandard	Standard	Homes Total
1969	154	17	171
1972	102	80	182

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The increase in standard housing as well as the increase in total homes is a result of:

20	new Mutual Self-Help homes
6	new mobile homes
1	new home under Farmers Home Administration
1	new home under private construction
3	used homes privately purchased and moved to the Reservation
2	new homes under Home Improvement (Lummi OEO plus a similar BIA program).
TOTAL 33	

Further inroads into the attempt to eradicate substandard housing are being made through the present construction of forty (40) new homes under a Housing Urban Development Turnkey III Program. These 40 homes are scheduled for completion by August 1973. Phase II of this Turnkey Project is to encompass 60 additional new homes, but as of the date of writing this report, funding for this phase is still in planning with HUD. It is planned that these 60 new units are to be comprised of 10 units for the elderly, 15 rental units, and 35 scatter plots for individually owned family units.

Observations

We are aware that there are 160 applications for these 60 proposed new homes and all have been identified as needy applicants. This would indicate that many of the homes presently identified as "standard" are extremely marginal in this classification as well as account for a small movement of Lummis back to the Reservation from various urban centers.

The movement back to the Reservation is expected to increase as the Aquaculture Project develops as a tribal enterprise, and employment and economic independence opportunities on the Reservation become more feasible. This, in turn, will heighten the need for new, adequate housing on both a rental and self-owned basis.

Water and Sewage

Except for ten of the Mutual Self-Help homes and eleven of the Turnkey III homes which utilize two small-group septic tank systems, there is no sewage system on the Reservation. All new homes and most of the previous older housing have individual septic tank systems. The development of a sewage filtration system which would service about 200 homes is in the planning stage but this will not be a reality for at least two or three years.

Although no actual data is available at this time, Health authorities believe that all homes meet at least minimal sanitation requirements for treatment of raw sewage as defined by the Health Department.

Forty-nine homes are serviced by Water District #1 (Bellingham) and 55 homes are serviced by Water District #2 (community well). Fifteen new homes plus a few older homes are serviced by the Sandy Point water system. There are plans to enlist the Sandy Point water system in 1974 to service the Reservation's west side.

Most other homes have private wells for their water service. A few of these are inadequate. Only a few households (15-20) are without water and these people, plus a few with periodically inadequate wells, haul their water from public spigots which are available.

Availability of Goods and Services

The availability of goods and services on the Reservation has also been developed in the past three years.

Fire protection on the Reservation has been increased from a small volunteer group and two obsolete Office of Economic Opportunity surplus fire trucks to two community volunteer fire stations. One is located about four miles east of the Reservation and another at Gooseberry Point on the southwest corner of the Reservation borders. Both fire stations have reciprocal supportive agreements with other regular community supported fire stations within the county.

The Head Start and kindergarten school located on the Reservation in 1969 was under the auspices of the Ferndale School District. This too has changed in that the Tribe under the Community Action Program has assumed responsibility for the Head Start program and has established its own policy board. Kindergarten has been moved off the Reservation to the Ferndale School District.

There has also been increase of private enterprise on the Reservation. Two small grocery stores operated by non-Indians are still in existance on the outer edges of the Reservation. However, two additional small stores, a beauty shop, five smoke shops, and a Tribally run gas station, all owned and operated by Indians on the Reservation, have opened this past year.

Although there are still no dentists, pharmacists or hospitals on the Reservation, the Division of Indian Health has now provided dental services through a mobile dental trailer that comes to the Reservation twice a year for a number of weeks. The U.S. Public Health Service clinic has been expanded to include a full-time pediatric and maternal health clinic with a nurse practitioner. Medical services have been well integrated with public assistance medical services by direct referrals between the clinic and ourselves, availability of drugs through the clinic that are not on the public assistance formularies, disability and employability physical exams and medical consultative services. The pediatric clinic is doing early and periodic screening and diagnosis and referring eligible people for our services. Referrals and use of each other as resource persons is constantly in effect particularly in relation to child welfare, child protective services, family planning and services to unmarried mothers.

Although there are still no theaters, taverns, swimming pools or parks on the Reservation, there is planning and funding under a Neighborhood Facility grant for a Tribal Center. There is an increased athletic program and tournaments involving basketball and baseball, a karate class and an organized boys' club and girls' drill team. If the surplus Naval Base is obtained by the Tribe,

and when the Neighborhood Facility is completed, these will provide the means for further development of recreational programs and other community activities.

Although classes in the Lummi language have not been held this past year, a cultural aide position and program has been introduced. One of the Tribal elders is employed through Johnson O'Malley funds and regularly conducts classes in heritage and language in the Ferndale School system. Culture classes have also have added as a part of the Tribe's summer work-study program and Head Start children have two hours a week of instruction in Lummi culture.

Lummi arts and crafts have also seen a revival. Although there are only two retail outlets on the Reservation that sell Indian crafts, more and more people are doing beadwork and knitting of vests, sweaters, socks, caps and tams. Periodically throughout the year, an arts and crafts show where articles are available for sale is held at the Tribal Center and one of the Management Trainees is actively pursuing planning and development of an outlet for arts and crafts in the city of Bellingham.

CHAPTER III

THE EVALUATIVE PROCESS

The Lummi Indian Demonstration Project's evaluation process was originally designed as a sharing process between the Project Director, Supervisor, lead Caseworker and an Anthropological Consultant. As Project practice developed and new ideas and structural changes occurred, the evaluative and reporting responsibility was totally assumed by the Project Director and Supervisor. (For details of structural changes, refer to Chapter I.)

As the Project was initially viewed as a pure demonstration operation, the "research" component proposed was minimal. Aside from subjective observations and documenting from monthly activity records the extent to which the stated goals of the Project were achieved, no disciplined valid research methods were built into the Project design.

Two years into the Project program the Department of Health, Education, and Welfare asserted the requirement for a more specific research component. The time and expert manpower available for specialist consultation to Project administration regarding viable research methodology were minimal and it was not until January 1973 that decisions were made regarding use and design of a questionnaire, comparison group utilization, and data gathering and analysis processes.

The haste with which the research component was built in, the brevity of time allowed for preparation and implementation, as well as situationally caused deficiencies in the consultative process, led to data analysis results which in many instances were questionable as to their statistical significance. However, these results used in combination with documented activity patterns and results, as well as subjective narrative observations, in many instances strongly indicate pattern changes and new developments which in varying degrees address themselves to goal achievement.

1 - EVALUATIVE CONCERNS

The achievement of the seven stated Project goals were of primary evaluative concern. Aside from this achievement of goals, evaluation was focused in three major areas:

A. Administrative Feasibility and Desirability

While the concept of a community-based outstation was by no means a new one, the special service delivery and career ladder components of the Project were experimental ideas. These posed evaluative concerns regarding workload and administrative coordination, relevance of job descriptions as compared to job functioning effectiveness of the Case Team approach, and the results of our community action approach, as well as the general administrative concern for staff functioning under this specialized service delivery focus.

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The extension of the career ladder concept to its optimal point of development whereby through planned progression indigenous staff becomes totally in charge of the Project office service delivery, presented its own specific concern. Many of these were discussed in Chapter I and obviously led to the close scrutiny of this concept as to its effectiveness, feasibility and problematic pattern development.

The difficulties in staff recruitment and maintenance, specifically in the social service area, were outlined in Chapter I. These problems though closely related to career ladder problems involve specific evaluative concerns which are only incidentally career ladder related. These concerns have to do with systems conflicts when considerations of indigenous staff recruitment plans and systems requirements are incompatable.

The Coordinating Board and its evolvement into a Project Advisory Board led Project administration into evaluative questions relating to the coordinating, facilitating and community relations roles of this body. Such roles were explicitly assigned in the Project proposal. Changed organizational and conceptual structure posed questions as to the Board's fulfillment of original role responsibilities and the effectiveness of new role expectations as they evolved through operational experience.

B. Staff Training

College level training provided for base line indigenous staff and the manner in which it was provided experienced some change from the original proposal. The effect of these changes and the overall relevance of the formal education to program and job functioning were indicated as matters for evaluative concern. These concerns specifically center around questions relating to student institutional problems, methods effectiveness, and achievement relevance to job performance and progression.

C. Impact on the Community

The impact of this Project on the Lummi Community, as well as the larger community, was perhaps the most difficult area to clearly and objectively document. The many and varied relationships, the Project's own self-imposed low profile focus, and conjoint efforts between Tribe and Project staff defied clear delineation of the Project's proportionate impact in any given area. Subjective observations and conclusions were therefore utilized in conjunction with the objective data gathering processes in order to arrive at any reasonable evaluative conclusions.

The specific concerns here focused around need identification and fulfillment of resource development and related Tribal role responsibility, pattern changes in Departmental program usage, interoffice relationships and office community relationships.

2 - CONCEPTUAL FRAMEWORK

Utilizing inferences and data gathered in our preliminary survey; specific statements made in the report of the Indian Affairs Task Force of 1971; examination of records, case actions, verbal and written responses to Project staff and other supporting documents; a conceptual framework developed which related directly to the seven Project goals. These goals and the operative concepts related are as follows:

A. Goal I - To make the services of our agency more accessible to the Lummi Indian people, geographically and administratively.

Concept I - The historical mistrust of state systems by the Indian people and their inadequate utilization of state and local resources can be ameliorated through onsite functioning of the system if it is geared to an open community approach.

B. Goal II - To provide the administrative and organizational structure by means of which the direct services of our agency can be provided to the Lummi people by Indian staff exclusively.

Concept II - That the paraprofessional within his own cultural grouping can through in-service training and an outside educational program attain the necessary skills and qualifications to deliver the direct service programs to their own people more sensitively and capably because of their personal understanding of the needs of the individual, the community served and their relationships to the agency. We believe that within a condensed period of time indigenous staff can be adequately prepared to assume supervisory responsibility for the provision of agency services.

C. Goal III - To help the Lummi people to define their needs and goals and to participate in the planning and development of a comprehensive community-wide social welfare program.

Concept III - That the Lummi people are aware of and responsive to the social welfare needs of their people and their community. They are sufficiently concerned and actively involved in the seeking of solutions to their problems. With the assured participation and cooperation of agencies such as ours, many of the problems can be resolved to the satisfaction of the Lummi community.

D. Goal IV - To help the Lummi people cope with the various bureaucratic systems which so often stand as obstacles between them and their goals, and to teach them whenever possible to use these systems to their advantage. This includes necessary communication skills and grantsmanship.

Concept IV- That through direct teaching, example and other supportive and clarative measures the Lummi people could better utilize local, state and federal systems to their optimal advantage.

E. Goal V - To make the needs and goals of the Lummi people known to other agencies and the larger community.

Concept V - The larger community and its agencies could through knowledge of the needs and goals of the Indian people provide more adequate services. A group from the dominant system who are sympathetic to the minority culture and understand their problems can effectively promote cross-cultural learning and assist both groups in ameliorating their differences.

F. Goal VI - To promote citizen involvement on the Reservation particularly among the rank and file members of the Tribe.

Concept VI - Like most communities, the initial impetus for social action falls upon the minority native leadership within the community. In order to further impact the effectiveness of community social action, stimulation must be provided through the sustained involvement of the ordinary citizens of the Tribal community.

G. Goal VII - To preserve the Lummi Indian culture.

Concept VII - Inherent in all cultures are values necessary to the enrichment of life and the historical identification with a progressive life system. This is important because no one culture should be subjugated to another but separately identified as a vital part of our whole American heritage.

3 - SPECIAL CONSIDERATIONS

An examination of the nature of the Project goals and the underlying concepts in combination with the self-imposed limitation of maintaining a low profile focus in directive leadership necessitates a joint subjective/objective evaluative approach.

Some of the limiting factors negatively influencing objective evaluation was the lateness of building in specific research components, the difficulties experienced by Project staff in obtaining sufficient consultation in the area of evaluation development, the questionable research validity of the questionnaire utilized, the inability to provide trained and skilled interviewers to administer the questionnaire and the implied resistance of the Indian community to the questionnaire approach.

The difficulty in developing an "afterthought" research approach is emphasized when one considers the lack of any control entity. In this instance a decision was made to utilize a comparison Reservation group but in retrospect cultural, geographic, economic and social differences imply that comparisons made held questionable research significance.

4 - EVALUATIVE TECHNIQUES

Primary objective data was obtained from logs, daily activity reports from social service staff, monthly statistical review reports by administration, special need and resources registers, various Tribal statistical documentation, case records review and documentation from other local, state and federal agencies.

Data thus compiled was utilized in demonstration of various report sections which dealt with primary goals or concepts.

Secondary data was obtained by the development and administration of an attitudinal questionnaire designed for client reply. This questionnaire was administered on the Makah Reservation and was incorporated in the evaluative process as a comparative group.

Data thus compiled was utilized to additionally support or negate primary goals and concepts.

In the above process staff observation and subjective narrative evaluation components were interwoven in order to build as clear and concise an evaluative picture as was possible in consideration of all the uncontrolled variable and cultural factors which either prohibited or inhibited direct declarative documentation or observation because of potential relationship and operational problems.

The sample group for the Lummi client questionnaires was chosen as follows: 60 - open cases; 100 closed cases = 160 Total.

These represented approximately 35 percent of open cases and 33 percent of cases closed. The total number of closed and open cases represented approximately 93 percent of the Project's average monthly caseload.

Cases were selected by random sample, starting with case one in alphabet letter "A", then choosing every other case through the alphabet until the desired number of cases had been selected in each category (open and closed).

Forty-four open cases out of 60 were interviewed and 16 were not interviewed. Of the 16 cases, 3 were in nursing homes or institutions, 5 were so severely ill, alcoholic or retarded as to make an interview impossible, 5 had moved from this administrative area, 1 was a young child welfare case, 1 was employed and not available, and 1 person declined.

Of the 100 Lummi closed cases, 63 interviews were not completed. We were unable to contact 27 of these after repeated home visits, 14 had moved away from the administrative area, 8 were employed and not available, 3 were in institutions, 3 were so severely ill, alcoholic or retarded as to make an interview impossible, 5 were child welfare cases, 2 persons declined interview, and 1 was deceased.

The combination sample of completed client interviews numbered 81 and therefore represented 47.4 percent of the Project's average monthly caseload. Refer to Appendix section of this report for breakdown of client response, questionnaire example and administrative procedure.

The Makah client sample differed from the Lummi sample insofar as the 38 cases chosen represented 100 percent of their open cases. No closed cases were chosen as they were unidentifiable in the local office.

5 - MAJOR EVALUATIVE QUESTIONS

The Lummi Demonstration Project was essentially established around the seven stated goals and their respective working concepts which were previously outlined in this chapter. In reviewing the Project activities related to these goals, as well as considering the outcomes reflected in the data collected, it was anticipated that effect and effectiveness in goal achievement would be demonstrated. In addition to goal demonstration, specific questions related to the three major areas of administration, training and community impact would be answered through evaluative consideration of the same data sources.

Specific questions were formulated as follows:

1. What was the impact on the community of the on-site facility and the community approach to service delivery?

2. What effect did indigenous staff have in providing service delivery to their own people?

3. What was the effectiveness of the Project in helping the Tribe identify and program for community needs?

4. What are the implications for public agencies in outreach advocacy for the use of existing systems?

5. What are some of the implications of agency/community involvement and its effect in citizen recruitment for community action?

6. What are the implications of cultural factors as they relate to agency service delivery?

7. What are the implications of career ladder planning and what is the effectiveness of such an approach as it relates to service delivery?

8. What are the administrative concerns in education and in-service training components and what are the impacts on indigenous paraprofessional staff?

9. What were the emerging patterns with regard to need identification and resource development? Was systems flexibility supportive to these patterns?

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CHAPTER IV

PROJECT ACTIVITIES AS RELATED TO GOALS

> "My people are sensitive. They want to go to an office and not be afraid. If someone says no and doesn't say why, they walk away and don't come back."*

GOAL I: TO MAKE THE SERVICES OF OUR AGENCY MORE ACCESSIBLE TO THE LUMMI INDIAN PEOPLE - GEOGRAPHICALLY AND ADMINISTRATIVELY

When the Project was funded June 1, 1970, the first essential business was to hire staff and secure the requested mobile facility on the Reservation and the necessary equipment for operation. The high priority was to establish the onsite facility which was deemed immediately essential on two points. First, there was a complete lack of transportation from the Reservation to any service centers in Whatcom County and private transportation was generally inadequate and undependable. A survey of 87 households in 1969 for our original demography indicated that only 53 had automobiles and the average age of the vehicle was more than 11 years. At that time there was no public transportation on or near the Reservation and this is still true today. Secondly, the Tribal government through the Tribal Chairman had specifically made this a condition of endorsement of the Project.

During July 1970, we obtained a temporary facility which although extremely inadequate at least provided a base of operation and an identifiable Project landmark for the Lummi people.

The extreme crudeness of the interior of the trailer facility plus the prolonged and problematical delay in receiving appropriate and scheduled office equipment seriously inhibited efficient operation for all Project staff for the first six months of Project operation and somewhat less seriously for the next two months.

The permanent facility and the final shipment of funded and requisitioned equipment were received in February 1971, eight months after the beginning of the Project. The permanent facility is an attractive and colorful 768 square foot modular unit consisting of five main areas: reception and financial, Supervisor's office, Caseworker's room, interviewing room, kitchen and toilet facilities. Project staff determined the interior space allotments and we feel that our permanent office provides a functional and comfortable setting for both staff and clients.

The Project Director, Supervisor and lead Caseworker already on local Department of Social and Health Services staff were immediately transferred to Project positions. A program of recruitment and interviewing for other staff positions was initiated on the Reservation. This necessarily involved Project staff with Tribal government, its various social service committees, the Reservation community, as well as Department of Social and Health Services Personnel Division and the Minority Affairs Specialist.

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*Yakima Tribal Leader - "Are You Listening Neighbor?" Report of the Indian Affairs Task Force, Washington State, 1971.

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The Tribal Personnel Committee was particularly involved in recruitment and personnel selection. They provided personnel to sit with the Project Supervisor and Director in all personnel interviews for these beginning positions. Their knowledge and expertise were of great help in establishing the initial staff group of the Project. We continued to utilize the Tribal Personnel Committee in this role whenever a staff vacancy occurred and we were recruiting and interviewing for replacement staff. This has been one effective way of ensuring involvement of Tribal government with Project development.

Communications from Tribal government, various federal project offices on the Reservation as well as from the general Reservation community indicated the community's gratification and identification with the locally stationed Welfare Project office; we experienced excellent acceptance of the Project Team members. This has been supported by the findings established in client questionnaires completed in May 1973 as part of the evaluative process that indicated 84 percent of the population interviewed liked the office on the Reservation and felt services were more available and helpful.

Administratively from the beginning, the Project was designed to provide at the Reservation site all programs and services of the Department of Social and Health Services. Most of these services were provided directly by Project staff but in the instances of adoption studies and placements, initial licensing for Foster Care and Day Care Homes, specialist staff from the Bellingham office were brought to the Project offices to provide these services to the Lummi Community. Project staff provided consultation services to these specialists with regard to particular factors of communication and Indian culture.

Food Stamp sales was the only service which remained entirely in the Bellingham local office and other regularly identified purchase facilities, such as banks, in the surrounding community. This was deemed necessary as the Project office was lacking in acceptable security facilities and Project staffing would not allow for the incorporation of this function because of stringent audit requirements.

The Tribal government was approached initially regarding the possibility of the Tribe establishing a Food Stamp sales outlet in the Tribal office, but after reviewing this possibility with Project staff and state officials the Tribe rejected this proposal and voiced their willingness to continue to use off-Reservation facilities for this purpose. This did not prove to be a program hinderance as evidenced in responses to client questionnaires administered in May 1973. Direct questions on knowledge and utilization of the Food Stamp program indicated that 78 out of 81 respondents were familiar with the program and its availability to them and 62 of the 81 interviewed were indeed utilizing food stamps.

In order to meet some of the identified problems of transportation to procure food stamps, instant cash, and other social and recreational services from the Bellingham community, we provided transportation through the use of the Project vehicle for an average of three people per working day. Carrying this average throughout the life span of this Project we transported approximately 2,268 people in need of this service. The Project vehicle is also used for twice daily mail service to the Bellingham office which has retained responsibility for document transmittal functions and accounting procedures which effect grant payments and other case services. Written procedures were established around this mail service function and we feel that the total process enhanced the administrative accessibility of departmental services.

A further benefit to both client and caseworker in the delivery of social services was the value of onsite operation in that both individuals were viewed in a much broader aspect of daily living. Caseworkers within the usual public assistance setting see the client either in his own home or in the office setting. The caseworker in turn is viewed by the client only in his role of worker. In the onsite setting with a community involvement focus, the client was seen as a whole person in all facets of his living. He was seen in interaction as a parent, a friend, a family member and as an individual social entity operating in varied social roles within his community. A truer picture of the whole person emerged.

Similarly, the Caseworker, because of the community action focus and the resultant participation in the broad spectrum of community activities assumed a more human, approachable and realistic identification for the client.

The growing use of the public assistance programs as well as the service-only types of community action programs, detailed in a discussion of Goal III, testified to the fact that in service interpretation and outreach the Project Team have made the services of the Department more accessible to the people encompassed by the Project boundaries. This has established considerable improvement in departmental relations with these people. Occasionally, this latter improvement experienced temporary setbacks because of cross-cultural conflicts arising from systems processes. The Project's efforts, both with clients and with systems, tended to ameliorate such instances over the long-range period. The systems response to demonstrated needs for flexibility supported the premise that we were at least in this part successful in the achievement of Goal I.

This point is specifically demonstrated by those changes which the Project was instrumental in instigating. These are: more relaxed and revised statewide departmental regulations governing Indian trust lands, trust income and child care licensing requirements which for the first time take into consideration the unique status of Indians and their cultural concerns. See Exhibits -- Appendix "B" (Trust lands, income, deed transfer, foster home).

The following chart specifies the overall caseload growth and caseload actions of the Project over the past three years.

CASELOAD ACTION	PROJECT PER MONTH AVERAGE			
	1970 - 71	1971 - 72	1972 - 73	3 Year Mo. Average
CASELOAD	146.66*	186.5	179.41	170.86
TRANSFER-IN	37.25	20.41	19.50	25.72
TRANSFER-OUT	21.10	7.58	7.66	12.11
BANKED CASES	7.10	13.83	7.16	9.36
DENIED, TERMINATED & WITHDRAWN	9.25	6.08	8.16	7.83
NEW APPLI.	14.50	15.75	9.83	13.36

*NOTE: In May 1970 the beginning caseload transferred to the Project consisted of only 83 cases. 1970-71 caseload average was recomputed and differs from a higher average reported in our report of April 1971.

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We saw the general growth of caseload not as growing dependency but rather as the seeking out of unmet needs by this Project, the developing of a general trust relationship and the resulting increased utilization of agency services by the Indian community. This was supported by replies to the May 1973 client questionnaire which indicates that 89.7 percent of the clients replying favored a Department of Social and Health Services office on the Reservation. Eighty-eight percent stated that they felt comfortable entering the Reservation office of the Department of Social and Health Services and found departmental services more helpful than they had prior to the establishment of the Project office. Ninety percent stated that services of the offices were far more available to them than previously.

The Project's consistent social services work force averaged three or less workers per month. This was due to absences for training (Social Service Assistants and other social service staff), illness, vacations and staff separations with fairly long gaps of time before positions could be refilled because of the problems posed by standard position requirements. Taking this into account when viewing caseload action statistics, one readily saw a highly active load change per worker; approximately 22 case disposition actions per worker per month.

When the above facts are reflected against the 20-hour per month worker involvement in community development activities, and then one considers the following chart of case activities, we believe the outreach and availability factors in Goal I were aptly documented as successfully achieved.

PROJECT PER MONTH AVERAGE

CASE ACTIVITY	1970-71	1971-72	1972-73	3 Yr. Average
CASE HOME VISITS	67.8	87.9	83.0	79.57
CASE OFFICE INTERVIEW	99.4	124.3	160.5	128.07
COLLATERAL CONTACT	104.8	119.9	104.66	109.79
CASEWORKER PHONE CONTACTS	254.4	358.6	221.90	278.45
COMMUNITY RESOURCE USE	98.6	98.6	66.58	87.92
COMMUNITY RESOURCE DEVELOPMENT	40.4	20.6*	15.67	25.57
CONTACTS PER WORKER PER DAY**	2.53	5.42	5.79	4.58

*This is a corrected figure from previous reports.
**The State expected norm for this is 4.0 contacts per worker per day.

There was a general increase in home visit activites over the three-year period. We attributed the slight decline in the 1972-73 year of operation to staff turnover and extended staff illness which seriously hampered outreach service activities from November 1972 through April 1973.

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In contrast there was a steady increase in office interviews which indicated a growing trust relationship and a willingness to voluntarily utilize Department services at the Project office.

Our collateral contacts remained relatively stable and this was considered to be a normal, static, regular part of caseload services and supported our involvement with the extended family.

There was a diminishing rate of caseworker contact by telephone which was encouraged as we believed that direct face-to-face contact is the best service to clients. We also recognized that some short-term and emergent service would necessarily involve telephone contact.

The diminishing community resource usage was attributable to Project efforts over the past three years to identify unmet needs, refer to and utilize existing resources to meet these needs, and to bring to the attention of Tribal leadership those areas which require resources development in order to satisfy the unmet needs. The Tribe through its various established committees was most responsive in this latter point and thus we found decreasing demands as unmet needs decreased. The client also became aware of the community resources and used them himself without referral through the Project office.

As the Tribe assumed responsibility for Community Resource Development there was a similar decline in project workers efforts in this area.

We saw a constant growth in contacts per worker per day. As pointed out in footnote** above, the normal State expectation for its workers is 4.0 contacts per worker per day and since May of 1971, the Project workers consistently operated above this norm. This further substantiated our attempts to reach out to the Lummi community and to maintain high standards of quality service to the Lummi people.

Resource usage and development will be discussed in detail under Goal III.

GOAL II: TO PROVIDE THE ADMINISTRATIVE AND ORGANIZATIONAL STRUCTURE BY MEANS OF WHICH, ULTIMATELY, THE DIRECT SERVICES OF OUR AGENCY CAN BE PROVIDED TO THE LUMMI INDIAN PEOPLE BY LUMMI INDIAN STAFF EXCLUSIVELY

> "We recommend that the State Personnel Departments selective certification process be more aggressively applied to Indians so that more Indians will be hired and trained to fill strategic positions within the Public Assistance Division."[1]

The staffing charts and specific duties for each position with the Project have been previously outlined in detail in Chapter I.

This goal was appropriate, if not idealistic, and was accompanied by considerable effort, problem solving and activity. The staff turnover was exclusively in the social services area while all other staff remained consistent throughout the three-year demonstration period. However, as the total career ladder concept was based on the development of social services staff throughout the

[1] "Are You Listening Neighbor?" Report of the Indian Affairs Task Force, Washington State, 1971 (Recommendations)

series of paraprofessional/professional advancements and as over the three-year period we experienced a 100 percent turnover in social services staff, one can readily see the difficulties experienced in maintaining an ongoing staff progression.

These difficulties were compounded by the inherent problems caused by our focus on hiring only Indian staff and the fact that it is extremely difficult to locate people from a deprived minority group who have the educational and/or experiential qualifications generally demanded by present systems as they effect any positions other than at the beginning paraprofessional level. Such restrictions required inter-departmental and inter-organizational approaches in order to work out dispensation of rigid systems requirements whenever such minority staff left. At no time was there an existing minority register from which we could draw candidates and in most instances we had to be responsible for our own recruiting efforts. However, through the cooperation of all concerned, plus a great deal of plain "good luck", we were able to replace our departing social services staff with people who were either qualified or quickly became qualified, thereby satisfying systems requirements and preserving to this point the career ladder plan.

Career ladder planning from the beginning paraprofessional level through the professional level to supervision was an extremely difficult task to undertake as staff involved was quite small; each position was in effect a key position and no personnel flexibility existed. This was further complicated by the need for a stringent viewing of new candidates with regard to their potential ability to progress throughout the established career ladder. This was necessitated by the fact that each position was a key position leading to the next higher position through the acquirement of necessary and required experience at the lower level. If a person failed to meet through examination the requirements for the next promotion he remained fixed at the lower level and effectively inhibited the promotion of those below him. We recognized that those for whom progression through the developing phases was inhibited, could skip over some promotional positions to those at a higher level upon completion of necessary college credits and on-the-job training.

The resultant lack of opportunity to progress gradually through the direct counseling experience could have serious impact on those required to thus jump ahead and did not make for sound career progression. This is particularly so when dealing with deprived minority groups who usually start out with an experience and learning hardship because of cultural and social lags.

An additional problem was the fact that in such an endeavor as the Lummi Project, the demands for skilled human services usually required progressive development of the individual through the professional series and the restricted number of staff available can prohibit the retention of a social service staff member at a low paraprofessional level. We recognize that this situation would not be such a problem with a medium or large size staff.

One of the conditions responsible for the high rate of staff turnover in the social service area involved the residency of some of the staff on the Reservation. It was our experience that when members of a small closed community become involved in the provision of personal counseling services to their own people, they are required not only to cope with job and training demand anxieties but a totally new social pressure problem arises. This involves not only the extended family but friends and acquaintances within their social experience in

the community. This problem is more complex than that experienced by community members involved in their own Tribal government as in this instance Project employees represent non-Indian, outside systems and carry system authority, the effect of traditional prejudices and the history of those who have gone before them. This will involve regulatory framework as well as intra-cultural conflict components and requires a great deal of self-evaluation and maturity on the part of the minority Project employee. This is particularly heightened when these employees are direct and long-term members of the minority group within the direct minority community.

As a result of the above observations, Project administration modified the original focus provided for under this goal whereby the career ladder would result in only Lummi Indians serving Lummi Indians. At the time of the writing of this report, the Indian people represented by our social service staff were as follows: two Lummi Indians, one Chippewa and one Wasco-Warm Springs. This decision was further supported by two departing social services staff who stated that they felt that the Project could be better served by persons not so closely affiliated with the Lummi Tribe for the above reasons.

Additional support was derived from the observation that our nonsocial service staff remained constant throughout the three years of the Project. This staff consisted of one Nooksack Indian who was the financial worker, and one Indian clerical person, a mixture of Lummi-Skagit-Sannich-Samish, who has always lived on the Lummi Reservation.

Some of the dichotomy of feeling which exists is reflected in the results of the May 1973 client questionnaire whereby 45.7 percent preferred an Indian caseworker, 9.8 percent stated they preferred a non-Indian worker and 44.6 percent indicated they had "no preference". However, these same surveys of clients indicated that 76.5 percent of those interviewed expressed the belief that Indian caseworkers understand their problems better than non-Indian caseworkers.

This is perhaps reconcilable when one considers that the lead Caseworker for 2-1/2 years was non-Indian and very successful in establishing a trust relationship. He had also been very active in the Lummi community and was widely recognized as a concerned and effective resource person. When a small selected sample from his caseload was interviewed regarding the aforementioned question, they consistently indicated "no preference" as to an Indian or non-Indian caseworker.

A similar sampling taken from the male Indian caseworker indicated a "no preference' response to the same question. He had primarily inherited his caseload from the lead Caseworker and had been successful with his cases and community activities.

The final result of our three-year experience and the adjusting required as staff turnover and replacement occurred was a modification of Goal II to incorporate the concept that the administrative and organizational structure by means of which the services of the Department could be provided to the Lummi Indian people by "Indian staff exclusively" rather than "Lummi staff exclusively" as was originally stated in the Project proposal.

The career ladder concept, with the exception of one time, is presently intact. This exception is the point that at this time our Social Service Assistant III should be operating as a Caseworker I. This progression has been blocked because of her prolonged recent illness, but when whe is able to return to

the job we hope to assist her in qualifying for this promotion and once again fully establish the career ladder plan.

As of June 30, the non-Indian lead Caseworker has been phased out of Project operation and has returned to the Bellingham office staff. This means that with the exception of the Project Director and Supervisor all Project staff are Indian, and as originally planned the Supervisor will be phased out at the end of the fourth year of operation, barring further blocks caused by unplanned staff turnover.

Based on the above facts we believe we have demonstrated achievement on the concepts stated in Goal II.

GOAL III: TO HELP THE LUMMI INDIAN PEOPLE DEFINE WHAT THEY SEE AS THEIR NEEDS AND THEIR GOALS, AND TO PARTICIPATE IN THE PLANNING AND DEVELOPMENT OF A COMPREHENSIVE COMMUNITY-WIDE SOCIAL WELFARE PROGRAM

Since the beginning of the Project it has been our belief and our operating concept that it is impossible to effectively help the individual without becoming involved with social change in the individual's community and thereby effect environmental change. An added benefit ramification to such a community-based program is the developing recognition of service staff as interested, active and helpful members of the community thereby enhancing the growth of a trust relationship.

Such a community-based action program requires dedication, identification, and physical and emotional effort not generally required of public welfare workers. It also requires self-awareness and role identification which lead to the emotional adopting of a community as ones own and the determination that one must be involved in the problem identification and problem-solving for that community in addition to the regular caseworker/client counseling responsibilities.

It was obvious that from the beginning of our work on the Reservation it would be necessary to keep documentation which would asist in identifying main need patterns and provide us with a quantitative record of needs identified and needs met.

The following table supplies yearly totals in these areas and reflects a high degree of success in resource usage and development.

ACTION	1970-71	1971-72	1972-73	TOTAL	PERCENT
NEEDS IDENTIFIED	637	779	737	2153	100%
NEEDS MET	586	621	574	1781	82.21%
NEEDS NOT MET	51	158	163	372	17.79%

Major classifications of needs identified fell within the following areas: clothing, housing, recreation, transportation, social services, and "other". The Project definition of social service need identification was any social service need not normally met by the agency. This included outside counseling by school counselors, psychiatrists, ministers, lawyers, family planning, alcoholism, etc. "Other" was defined as any other need identification not indicated by the above definition. Examples of this would be medical and

dental services and additional services such as housekeeping, telephone, child care, etc.

A general idea of the complexity of our involvement in the community services component over the three years of Project operation is contained in the following listing and discussions of resources used and activities developed during this period of time. One must keep in mind while reviewing these comments that Project staff was constantly weighing and balancing their direct involvement in leadership roles regarding these activities. This was essential as we were determined to maintain a low profile in the community with regard to what might seem to be an authoritative stance on a need for resource development. Our aim was chiefly to be investigative and supportive and in all ways to encourage the Tribe to assume responsibility and leadership according to their own priorities.

We will discuss only nine of the major activities of this Project in the Tribal community. This will provide the reader with some detail which will afford an understanding of the complexity of involvement and demonstrate the utilization of the above mentioned concepts of operation. Following detailed discussion of the nine items we will provide a listing, which though not exhaustive, covers the bulk of the Project's community action focus.

Over the past three years, Lummi Project staff have been directly involved in the following:

1. Project Mainstream

   This was one of the first Project writing assists with which the Lummi Project Team became involved. The Department of Labor in June 1970 made money available to Indian Tribes for training in various areas which would lead to the possible employment of older adults who otherwise would be marginally employed or considered unemployable because of physical or emotional problems and/or depressed skill and educational levels.

   Due to the press of time imposed by a two-day limit for submittal to the Department of Labor, the Lummi Project team took a lead role in the development of this proposal at the request of the Tribe.

   Members of the Tribal Council, community members and Project Team members quickly established a good working rapport and this proposal was written, submitted and approved within the deadline time.

   This program offered training mainly geared to Aquaculture in the areas of fish feeders, predator controllers, security guards and custodial and maintenance personnel. As a direct result the Lummi Project was able to hire a graduate as its own building custodian.

   Project Mainstream has been refunded five times and has been responsible for training 154 individuals; of these 54 percent completed their training.

   The Lummi Project's involvement in the development of this program was quite widely known in the Lummi community and provided an excellent starting base for Project staff.

2. Day Care

In July 1970 the pressing need for Day Care facilities became evident through economic development programs extant on the Reservation in the expressed need to invclve much of the labor work force in training and preparation for this Tribal economic development. Restrictive payment regulations for Day Care services made it impossible for the Department of Social and Health Services to pay for child care in the instances of two-parent families which comprised a large percentage of the work force. Meetings were subsequently arranged with prospective Day Care mothers, Project staff, Community Action Program staff, Department of Social and Health Services State Office Day Care Specialists and the MDTA and Aquaculture counselors. We later included meetings with a parents' group and the Tribes Coordinating staff. As a result, Project staff endeavored to obtain some relaxation of the two-parent ruling since it was felt the Lummi Reservation could be designated as a "target area".

Due to our inability to secure help in Day Care services through our normal channels a petition was initiated through the Tribe to the Secretary of Health, Education, and Welfare. Resulting from this was consultation through the Department of Health, Education and Welfare who urged co-development of an addendum Day Care proposal to the Lummi Project. Subsequently, a Day Care Committee of Lummi residents headed by the Tribal Community Action Program Director and participated in by selected Project staff, was formed at the request of the Council and the Tribal Coordinating Board. The Department of Social and Health Services Consultant also continued to work closely with this committee and to actively provide budget development services as well as consultative clarification. Both the Project office and the State office consultant participated in the writing of the addendum proposal for Day Care Services.

Through the participation of the consultant and the Project staff in this committee we were able to recruit and license 10 family Day Care homes.

The magnitude of the problem of developing a substantial child care and educational program with a career ladder concept, plus trials and tribulations concerned in finding a facility large enough and adequate enough to meet State and Federal requirements, made it impossible for the committee to submit the addendum request until the early part of May 1972. We had prepared a full-scale Day Care Center proposal which would have met the total perceived needs for day care on the Reservation; however, since we had been informed that only a small amount of money was available at that time for the purposes of the addendum proposal, we were obliged to change our request and submit a vastly modified program proposal which was funded as of June 1, 1972.

The problem of adequate facilities availability continued to plague this Day Care Project. After an extremely careful survey of the Reservation and its environs, we were able to locate only one suitable site - a Naval Station which had been declared surplus by the Federal government. The Tribal Council immediately submitted a request for this facility for Tribal use, planning to incorporate a Day Care area.

As of June 1973, the disposition of this site has still not been decided by the Federal government and therefore has not been available to the Tribe for these services. As a result of this the total Day Care Center addemdum proposal, through approved and funded, has remained an unwakened promise and the problem of child care needs still exists as it was in 1970. A further problem which developed in the fall of 1972 was that as a result of Federal budgetary cutbacks the funding for the Day Care addendum was impounded. There is now a two-fold problem; one of money and one of space. The Tribe is faced with the original problem of having to resubmit at the most propitious time a renewed proposal for the Day Care Center Program, its funding and provision of space. We will contine to lend all assistance possible to this endeavor.

3. Foster Care

> "Foster child care administered by the Public Assistance Division raised many complaints by the Indians .... The Indians asked for help in seeking revised licensing requirements so that cultural distinctions and traditions which dictate a different standard of living will be recognized as legitimate. Then there would be more Indian Foster Homes available right on the Reservations where the Indian child could grow up with his Tribal peers, attend the Indian Church, participate in the Indian feasts and athletic competitions and dances and rituals. He would not be torn between two cultures and lose his personal security and self-concepts as a worthwhile original American."[1]

This quotation not only reflected the attitudes and concerns of the Indian Tribes across the State of Washington but was almost immediately brought to our attention by the community and Tribal Leaders when we first arrived on the Reservation. At that time, there were 25 Indian children in foster care and one licensed Indian Foster Home on the Reservation.

A series of meetings were held at the Project office for the purpose of introducing non-Indian foster parents to interested persons of the Lummi community. We felt this necessary because the lack of foster homes on the Reservation has always meant that Indian children have been cared for in non-Indian foster homes. The meetings were attended by over a dozen foster parent couples in addition to interested members of the Lummi community. The primary benefit was the exchange of ideas, attitudes and experience in child-rearing philosophies and practice between the two cultures. Many misunderstandings on both sides were discussed and greater tolerance and understanding between the groups resulted.

Throughout the past three years Project staff has taken a two-fold approach to the foster care situation. First, we involved the Bellingham office foster home finder in coordinated efforts with Project staff to recruit and license Indian foster homes. Six individual homes received foster home licenses and have been available for foster home placement. Additionally, the Project endeavored through departmental channels to have the foster home licensing requirements reviewed and modified in order to

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[1] "Are You Listening Neighbor?" Report of the Indian Affairs Task Force, Washington State, 1971.

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encompass economic, social and cultural differences. Project staff and the Project Advisory Board developed specific proposals for modification of existing licensing requirements and submitted these to the State Family and Child Care Committee. We believe that these efforts were a part of the rationale which led to the current proposed rewording of licensing requirements that allows for local office leeway where cultural determinants are identified.

Secondly, reviewing the potential resource of the extended family, and realizing how little this resource had been explored, we immediately embarked on program expansion in this area. This activity is in concurrence with our belief that the smaller the rift between the child and his parental family, the more positive and extensive will be the results of ensuing treatment. This aspect of child care resources was more available and identifiable to us as onsite staff because the child's family and family relationships were better known to us than when services were previously administered through the local offices. Interested extended family members were not only sought out, but frequently voluntarily participated with us in planning child care arrangements.

The time demands of such an endeavor are extensive but rewarding. Of the original 25 children in foster care at the beginning of the Project, plus those referred on a child welfare basis for the past three years, all children requiring foster care have been returned to their parental homes or are in the homes of relatives. The only exceptions are four children currently in foster care; two of whom are in an Indian foster home and two in non-Indian homes because of the need for highly specialized care.

The development of the extended family as a child care resource is a most beneficial program which alleviates the traditional foster care conflict which most minorities verbalize and experience and in at least this instance is in keeping with cultural tradition.

4. Clothes Closet

During the second month of operation it became obvious that clothing needs of assistance and nonassistance low income people on the Reservation was indeed a major problem and involved a large segment of the Reservation population.

Project staff began to enlist clothing donations from Bellingham stores and concerned citizens and at the same time through community organization techniques developed a group of interested Lummi people to establish a working committee to concentrate on locating a facility that could be permanently operated as a disbursing center for people who needed clothing services. The Project Social Service Assistant eventually took the lead role in this and together with the committee was able to get limited financial help from the Tribal Council.

An appropriate facility was located, renovated and stocked. Additional resources were developed through correspondence with an interested church group in the State of New Jersey who "adopted" the Lummi Project as its own project for the year. During this group's connection with the Project they donated 18 crates of excellent clothing which were disbursed through the Clothes Closet.

During the severe flooding of the Reservation in February 1971, many families were evacuated from their homes and many of their possessions were lost, damaged or destroyed. Lummi Project staff assisted in the coordination between the American Red Cross and the Lummi Clothes Closet Committee and as a result 57 Indian families received clothing assistance. This resource continued in operation for a year and then had to face the need to develop a new disbursal facility and a reorganization of its personnel.

It proved to be impossible to locate an alternate facility and for a time this program faltered. The Project office reassumed responsibility for gathering and disbursing needed clothing and actively began to seek other solutions for this problem.

During this interim period we were provided with further clothing resources in that donations made directly to the Tribe from a private sporting goods manufacturer and surplus items procurred by the Bureau of Indian Affairs were turned over to our office for distribution.

Subsequently, we contacted a volunteer agency in the Ferndale area called "Project Concern" and discussions with them have led to arrangements whereby our staff and other Reservation Counselors make referrals to them to meet the clothing needs. Clothing received in the Project office that is not immediately disbursed is taken to this group for disposition.

5. Neighborhood Facilities Grant

In August of 1971, we participated with Tribal Committee members in a Housing Urban Development Neighborhood Facilities grant that would provide for the development for a community center on the Reservation. At the Tribe's request, we participated in planning meetings, supplied them with required statistical information and wrote letters of endorsement for this proposed facility. The statistics supplied constituted the original demographic analysis written for this Project.

6. Educational Development

From the beginning of the Project, our staff participated in meetings with the Education Committee in terms of school problems and proposals to assist them in enlisting greater cooperative efforts with the local school district. Our casework staff is in direct contact with the Indian School Counselors and other counselors within the school system to solve the problems of the Indian child within the educational system.

In addition to our direct contact with the school system, Project staff have attended various conferences on Indian education and the use of Johnson O'Malley funds in area schools. We have also worked with Project Follow-Through, a program of educational development for kindergarten children and have solicited parent participation in this program and provided transportation to ensure such participation.

For sometime the Project Casecorder I was the chairman of the Tribal Education Committee and at present our Social Service Assistant III is a committee member. The staff's involvement in this committee is recognized as community work time for this Project. Our direct involvement has most recently experienced some problems due to the prolonged illness of

the Social Service Assistant; however, upon her return to work, she will resume these responsibilities.

Our involvement in this area is an extremely valid involvement when one considers that 45 percent of the Lummi population falls within the age range of 0-15 years and that the Tribal leaders as well as the general community consistently voice their concern with the educational development of the Tribe.

In addition to the above, at the request of various teachers throughout the Bellingham and Ferndale School system, an Indian member of Project staff became active in providing classroom discussions and demonstrations regarding the cultural heritage of the Lummi Indians. This has now developed to the point where the school district through the Education Committee and through the use of Johnson O'Malley has now hired a Tribal elder for regular heritage classes in the Ferndale School District.

We have continued to be concerned about our Indian children attending boarding schools outside the State. Many of these children are members of public assistance families and/or under the jurisdiction of the Whatcom County Juvenile Court. This added to our concern and therefore Project staff in cooperation with a parents' group and the Tribal Education Committee, made a two-day trip to the Chemawa Boarding School in Oregon. We were told that this was the first and only organized group to make such a trip. Our visit afforded parents, staff and committee members the opportunity not only to view the facilities, but to meet with the administration and counselors and receive a clear understanding of the school's academic and recreational programs. It also provided a forum for the exchange of ideas and proved to be a great morale booster to both students and persons attending.

We have also from time to time provided transportation for students in order to allow for visits with their parents and to reestablish their Tribal community contacts.

These activities around the boarding school have greatly assisted Project staff in evaluating social needs and processing financial requests for boarding school placements as a supporting tool in the education process.

The extensive efforts made through the Tribe's Education Committee, the general Tribal concerns with education development and in some small way the Project efforts in this area account for the obvious diminishing of the school dropout rate and the lessening of friction between Indian and non-Indian students.

7. Housing and Counseling Specialist (Home Economist - Addendum #2)

We include this for discussion in this section because the total activities of this specialist position fall in direct services to clients and community. Also these services are not usually provided by a public welfare office.

The Home Economist was operative through the Project only for its third year of functioning. She created many active and innovative approaches to the provision of services to the people of the Lummi community as well as developing for the Tribe a complete training program required under the

Housing Urban Development grant for new home buyers. She acted as a trainer, program planner, consultant and resource coordinator for the Tribe's Housing Authority. Her services were also utilized by this staff and the U.S. Public Health Service Clinic for referral for assistance to clients in consumer education, nutritional problems and money management.

She conducted both group meetings and individual training sessions in nutrition, home management, sewing, decorating, buying and cooking, consumer protection, environmental health, home buying, appropriate use of food stamps, furniture selection, proper lighting, food handling and service. In addition to these activities for the general community, she consistently provided direct service to the group of 40 new home buyers participating in the Housing Urban Development Housing Development Program. These services ran the complete gamut from interior and exterior design and materials through nutrition, appliance utilization and care, interior decoration, and identification of needs and procurement of services to meet these needs as well as acting as liaison between the individual and the Housing Authority.

Following is a listing which indicates individual caseload (community caseload is total Reservation population) and the Home Economist activities in both individual case service and community service:

a.	Individual client caseload	194
b.	Case services	1310
c.	Community services	163
d.	Needs identified	1202
e.	Needs met	1177
f.	Resources used	104
g.	Resources developed	93

The above activities are for a one-year reporting period. During this year the Home Economist worked directly with the Lummi Housing Authority and received direct supervision from the chairman of that group; twice monthly the Home Economist and her Housing Authority Supervisor met with the Project Supervisor for administrative control purposes and for general consultation for case services and program development. This provided the needed integration and coordination and yet allowed the Project to maintain its low profile in service development on the Reservation.

Mrs. Julie Bailey, the Home Economist, did an outstanding job in developing and providing services to the Lummi community and its people. This was evidenced in the fact that at the completion of her employment the Tribe immediately incorporated her position into their staffing and program plan and hired her on a full-time continuing basis.

8. Supportive Services to Training

Throughout the three years of operation there has been a standard operating practice for ongoing training sessions with Project social services staff. This has been done both as a group and in individual conferences.

Toward the latter part of our first year of operation, native counselors on the Reservation learned of the weekly group training meetings held with staff and requested that they be included. A number of the counselors were part of the Community Action Program staff, and in consultation with the

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Community Action Program Director we agreed for them to join this group. Subsequently, weekly training meetings of approximately two hours were developed over a period of about ten months.

These training sessions included the use of outside resource persons such as our Project Psychiatric Consultant, Whatcom County Mental Health Clinic Social Worker, State Office Consultants and various social services. Tapes and written training materials were utilized and presented in informal group discussion. Topics included the Counselor's role, counseling and interviewing techniques, problem solving, behavior modification, unmet need, stress and anxiety, normal behavior, growth and development, and particular social problems such as child abuse, incest and juvenile court laws.

This was a mutual learning experience because at all times we encouraged the native counselors to share their ideas of differences in viewpoint that might be present in the Indian community and to relate those differences to the concepts being discussed.

The direct result has been the development of a short-term counselor training program in cooperation with the Community Action Program Director and through the procurement of a small Bureau of Indian Affairs grant. A trained Counselor-Coordinator was hired by the Tribe in May 1973 and is conducting group training sessions geared to problem solving and the further development of communications skills. This program has also been able to utilize resource persons for two workshops from the University of Oregon and the University of Washington School of Social Work. Our new Caseworker II and Social Service Assistant have been included in this program.

The Community Action Program Director and the Project Supervisor have discussed a continued ongoing training program in Human Resources with the Whatcom Community College and it now appears that we will be able to develop this resource into a one-year program with community college classroom credits.

9. Service Integration

In order to meet the manifold needs of the Lummi community, integration and coordination of all services of this community are essential for the enhancement and effectiveness of all Reservation programs.

An informal service coordination through an open communication system is already operating on the Reservation. All of the service program counselors are in regular contact with each other and those persons identified as being responsible for the various programs and activities are known and utilized for resource and service referral. This has been particularly enhanced through the Counselor Training outlined above as well as through the fact that Project staff are also active with the various formal Tribal committees.

Formal service integration began during the first year of operation and to varying degrees operated effectively throughout the second year. This was attempted by the Tribe through the formation of a coordinating staff composed of the heads of the various Tribal programs including the Lummi Project staff. This coordinating group proved only partially effective

and during the third year of Project operation became nonfunctional as the Tribe reorganized.

This reorganization is now leading to a new formal integration system whereby a Human Resources Policy Board under the direction of the Tribal Council has been established as a separate entity apart from the Tribal business enterprises. This latter group will have their own integrated policies and systems.

Informal and formal integrated actions have combined to provide an effective means to economically provide quality service to the Lummi people. Inclusion of Project staff in the formalized procedures of the Tribe not only enhances service delivery but is an indication of the trust that has developed between the Lummi people and the Project. We continue to foster the development of a formalized integration of services.

The following list of activities and services, though not exhaustive, serve to round out the picture of Project staff involvement in the Lummi Community in order to participate in the planning and development of a comprehensive community-wide social welfare program. Our action and involvement in these have been governed by the same concepts and types of roles for Project staff as those involved in the above nine activities.

a. Transportation-coordination and volunteer recruitment
b. Community Action Program
c. Day camps and campership
d. Summer recreational programs
e. Neighborhood Youth Corps
f. White House Conference on Aging
g. Personnel selection and testing
h. Outside resource development
i. Boys' Club Advisory Board
j. Alcohol Advisory Board
k. Community Drug Abuse Team
l. Public Health Dental Clinic
m. Boarding school activities
n. Written and oral reports to the General Council (all voting members of the Tribe).
o. Lummi advocacy with other agencies
p. Lummi Project Advisory Board

At all times throughout the past three years, Project staff were available to Tribal government leaders and the various committee chairmen for informal consultative services and have been used extensively in this regard.

It is with a great deal of pride and pleasure in the Lummi Community and its government that we have seen responsible Tribal bodies assume responsibility for and develop the use of resources in:

a. Youth recreation and Neighborhood Youth Corps
b. Alcoholism Counseling
c. Mainstream Training
d. School counseling programs
e. Day Care Center planning

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f. Human Resources Board
g. Educational programs
h. Pediatric and Maternal Health Clinic
i. Dental Clinic
j. Personnel selection and testing
k. Drug abuse
l. Resource referral and development
m. Planning for Senior Activities
n. Law and Order Development
o. Beginning concerns for transportation
p. Counselor's training

The above data adequately substantiates our conformity with Goal III. This is given further support by client responses to the May 1973 questionnaire which showed that 59.9 percent of those interviewed felt that Indian Project staff were having a positive effect on how Project programs were developing and 33.3 percent felt that Lummi people generally were able to effect Project programs and service delivery. Respondents to the same questionnaire on the Makah Reservation indicated only a 30 percent positive response.

GOAL IV: TO HELP THE LUMMI INDIAN PEOPLE TO COPE WITH THE VARIOUS BUREAUCRATIC SYSTEMS WHICH SO OFTEN STAND AS OBSTACLES BETWEEN THEM AND THEIR GOALS: TEACHING THEM, WHENEVER POSSIBLE, TO USE THESE SYSTEMS TO THEIR ADVANTAGE. THIS INCLUDES NECESSARY COMMUNICATION SKILLS AND GRANTSMANSHIP

> "... Indians long ago became resigned to such ignorance on the part of their white brothers and settled for evading representatives of the State and taking their problems directly to Washington, D.C. where they could deal directly with Federal Officials."[1]

The activities detailed and pointed out under Goal III overlap and tend to substantiate our efforts in relation to Goal IV. This is particularly so when one considers the supportive, consultative and advocative role assumed in Goal III activities as well as the ready and effective assumption of responsibility by the Tribe in so many of the discussed areas.

Throughout the three years of operation the Project's Legal Consultant was effectively utilized not only for consultative and claritive issues but also by individual Tribal members who quickly gained in sophistication of utilization of such services. The utilization rate increased so significantly during the first two years that it became necessary to increase the contract time for the Legal Consultant. Consultation and supportive discussions with Tribal leaders and the availability of developing resources have led to Tribal assumption of legal services provision to their people. The Tribal Council through the Community Action Program Office approached the Whatcom County Legal Services Offices whereby a lawyer now comes to the Reservation one day a week for individual and Tribal consultation.

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[1] "Are You Listening Neighbor?" Report of Indian Affairs Task Force, Washington State, 1971.

Project Social Service staff have been utilized beneficially in several instances where inappropriate actions or threatened actions by other community agencies arose because of sociocultural misunderstanding. By acting as a leveling agent, advocate and focal point for conflict reduction, Project staff have been instrumental in positively reducing negative issues and assisting in the development of inter-group understanding and cooperation.

In keeping with this inter-group understanding and cooperation, we note open and effective attempts on the part of the Tribal Community and its government to approach the non-Indian community with information and programs specifically geared to enhance inter-cultural understanding and tolerance.

Project staff in cooperation with educational counselors were instrumental in establishing initial contact with the surrounding school district. Increased communications were developed geared to problems of Indian children, Indian values and cultural patterns as they relate to general school issues. Subsequently, the Tribe has been responsible for many developments in this area and general mutual understanding and cooperation have vastly improved.

In addition to the above, the Project has utilized and promoted the involvement of local and state program specialists and through such efforts has endeavored to develop understanding on systems and effectiveness of usage. We have consistently involved people of the general Lummi community as well as Lummi service specialists and note increasing effectiveness in Tribal referral and utilization of such local and state systems. This has been particularly so in the areas of vocational rehabilitation, child care problems, legal services, medical services and educational services. In response to a client questionnaire in May 1973, 37 percent of those interviewed indicated an awareness of changes in departmental rulings directly effecting Indians. This is a fairly high percentage indicating personal and individual involvement and systems knowledge. In the same questionnaires administered to clients on the Makah Reservation only 20 percent reflected such an awareness.

The Project team has consistently been available to the Tribal government for direct discussion and planning assistance on matters needing their direct attention and action as to the "who, where, what and why" of data collecting, reporting and systems manipulation. This was quite evident in a Tribal Council letter to the Department of Health, Education, and Welfare regarding child care needs of the Lummi Reservation and the Tribe's prior inability to make a dent in what they have identified as rigid, middle class bureaucratic standards impositions.

GOAL V: TO MAKE THE NEEDS AND GOALS OF THE LUMMI PEOPLE KNOWN TO OTHER AGENCIES AND THE LARGER COMMUNITY

For Project team focus, refer to discussions of Goals III and IV, as many of our goals are interdependent. Project staff have taken responsible actions under Goal IV through telephone, personal and written contact with Federal, State and local agencies as well as private local groups and individuals. We have consistently worked towards the end of involving these resources directly with the Lummi people whenever such contacts have seemed appropriate and productive. In such endeavors we have involved civic and county court systems, service organizations and the educational systems of this county.

The Tribe was encouraged to initiate overtures to the non-Indian community and whenever requested have directly assisted in such endeavors. This endeavor was particularly strong through the Project's Advisory Board members.

The Project Director and Supervisor have consistently encouraged staff and Lummi community members to participate in boards, committees and other non-Indian community groups. We now see the development in this area whereby Indians are now functioning on the State Board for Child Care, Local Office of Economic Opportunity Board, Regional Department of Social and Health Services Advisory Board, County Health Planning Board, and the Whatcom County Mental Retardation Board. There has been a general increase in committee work, both Tribal and non-Tribal, covering the areas of juvenile delinquency, mental health, foster parenting, alcoholism and drug abuse, and services to the aging.

Such activities have only been possible through the awakening awareness of the non-Indian community to the potentialities of the Indian people and as the knowledge and understanding base of the Indian people themselves has increased. We believe that to some extent we have been a catalyst in this development.

GOAL VI: TO PROMOTE CITIZEN INVOLVEMENT ON THE RESERVATION, PARTICULARLY AMONG THE RANK AND FILE MEMBERS OF THE TRIBE

Project staff feel that we have been very successful in this goal as evidenced in the following activity listing, detailed in other areas of this report.

a. Development and use of volunteers for transportation, Reservation surveys, and summer recreational programs.

b. Support and coordination of summer activity and campership programs.

c. Recruitment of and participation with elders of the Tribe in programs of the Bellingham Senior Activity Center and the White House Conference on Aging.

d. Development and support of community interests and activities in recreation for youth and our cooperation in working towards the establishment of a Lummi branch of the Boys' Club of America.

e. Development and organization of Lummi citizens on behalf of the Clothes Closet.

f. Support of and supplemental activity with the various educational and training programs on the Reservation. Through coordinative counseling with trainee, student and parents we have encouraged responsible, direct and effective involvement of the people in their various training programs.

g. Assistance in the recruitment of interested Lummi citizens in developing concepts and planning towards the establishment of the Lummi Day Care Committee and its subsequent writing of a Day Care Center proposal.

h. Development of a Project Advisory Board which represents a broad cross-section of the Lummi Community.

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PEDIATRIC AND MATERNAL HEALTH CLINIC SERVICES

PROJECT CASEWORKER, EDUCATION COMMITTEE MEMBERS AND PARENTS VISITING INDIAN BOARDING SCHOOL

TRIBAL LEADERS, 2nd DISTRICT CONGRESSMAN AND STATE LEGISLATOR VISITING PROJECT OFFICE

i. Cooperation with the U.S. Public Health Service officials and the Whatcom County Mental Health Clinic in developing a core group of Lummi citizens who were effective in planning and formulating the direct service programs of the Pediatric and Maternal Health Clinic.

The Project continues supportive efforts in these itemized areas and in addition is exploring new ways of involving the Lummi people in concerned action regarding family and child care and employment and training.

As ex-officio members of the various Tribal committees, we continue to support and promote these committees' efforts to involve Lummi community citizens in the various service programs represented by these committees. As their memberships have grown the activities and programs of the committees have prospered.

The May 1973 client questionnaire indicates that 35.8 percent of those completing questionnaires stated that they had been encouraged by the Project to participate in the Lummi community. This is an encouraging percentage of positive replies. 62.9 percent said the Project had not encouraged such participation. Though there is a negative component to such a reply, this response has positive reflections in our conscious attempts to maintain a low profile in obvious leadership responsibility regarding the development of resources in social programs on the Reservation. This is a further indication of the positive identification by the Lummi people of their responsibilities for their programs. The same client questionnaire administered on the Makah Reservation indicated that 20 percent of the respondents had been encouraged to participate in their community by the Department of Social and Health Services. However, an analysis of the responses showed that the Lummi people indicated specific community involvement that they had been encouraged to participate in, whereas, the Makah responses were geared solely to hobbies and other self-improvement activities.

GOAL VII: TO PRESERVE THE LUMMI INDIAN CULTURE

> "Tribal society is of such a nature that one must experience it from the inside. It is holistic, and logical analysis will only return you to your starting premise none the wiser for the trip. Being inside a Tribal universe is so comfortable and reasonable that it acts like a narcotic. When you are forced outside the Tribal context you become alienated, irritable, and lonely. In desperation you long to return to the Tribe if only to preserve your sanity. While a majority of Indian people today live in the cities, a substantial number make long weekend trips back to their reservations to spend precious hours in their own land with their people."[1]

Since the inception of the Project, staff have consistently endeavored to always be aware of the growing concerns of the Lummi people to retain their culture. We have accepted every opportunity offered not only to learn from them but to be courteous and interested participants whenever invited.

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[1] "We Talk, You Listen", Vine Delorin, Jr., Dell Publishing Co., March 1972, p. 13.

p. 82 Hank

We have learned to listen to the advice of our Indian staff, our Advisory Board and Tribal leaders and through them and our contacts with Lummi people generally have come to understand the respect these people hold for their elders and the meaning of the extended family to Indian people. Such understanding cannot help but lend new facets to a service program.

All of our non-Indian staff have been invited to Smokehouse Pow-Wows when new Lummi dancers have been initiated. This we see as a privilege granted through the Tribe's acceptance of us and the trust relationship that has developed. Such involvement has indeed contributed to our better understanding and respect for Indian values and tradition and has enabled us to more effectively serve the Lummi people.

During the early phases of the Lummi Project, staff prepared a series of basic geneology charts in order to add to our knowledge of family relationships on the Reservation. Lack of specific data and social service demands on staff time prohibited completing this Project. However, sufficient information was gathered so that when we made the charts available to the Tribe's enrollment chairman and the Bureau of Indian Affairs enrollment officer they found them extremely helpful in establishing family trees. This and other information sharing endeavors have served as an aid in the historic and cultural preservation initiated by the Tribe.

In all aspects of agency services, we attemped to support the preservation of the Lummi Indian culture. In our consultation with staff and Tribal members regarding cultural conflicts we tried to monitor our own value system so as not to negatively impose these on the Lummi people. We also constantly interceded whenever dealing with other agencies or systems when cultural conflicts were evident in order to promote understanding and to support the need for the Indian people to maintain their cultural values.

We continue to see this Project as a viable working program that is demonstrating that a public welfare agency can work in more meanful, productive ways with minority groups.

CHAPTER V

SUPERVISORY AND ADMINISTRATIVE SUPPORT AND COORDINATIVE FUNCTIONS

> "Non-Indian Americans need to recognize that the cultural heritage of the Native American does not easily fall into the mold designed for a society that cherishes the values of the traditional Protestant Ethics. Indian programs must be in harmony with Indian Cultural traditions, and that means that what is good for Boeing is not necessarily good for the Indians. The State must also recognize...what the Washington Coastal Indians want for their Tribes may not be at all what the Eastern Washington Plateau Indians need or want".[1]

The concept of outstationing a service office directly with the community of people to be served is not new. The Lummi Demonstration Project is unique in the experimental flexibility and treatment approaches particularly as they refer to team approaches; the total community involvement of Project staff, the career ladder concept which is specifically time-limited because it is geared to total assumption of service delivery responsibility by indigenous personnel; and the openness and accessibility to all staff by the client group. One further unique concept has been our pervading concern with the sociocultural aspects of the population served and the ramifications this has posed for service delivery modification, community action direction, and approaches to State Administration with regard to needed regulatory changes.

It has been these concepts which have placed the greatest demand both quantitatively and qualitatively on supervisory and administrative efforts.

1. Organizational and Administrative Arrangements

The formalized chart following would tend to indicate a rather massive hierarchy under which it would be difficult to be responsive to the immediate needs of the people of Lummi community. In practice, in regular consultation with the Regional Administrator and the Bellingham Office Administrator, the Lummi Project Director was frequently given leeway for direct contact with representatives of the Department of Health, Education, and Welfare and to make administrative decisions in the area of innovative modifications affecting Project Program Development and Planning.

The Project Director and Supervisor were also in frequent consultation with the Supervisor of the Special Welfare Section who had been designated as administrative liaison with State Office Administration. Decisions effecting rules and regulations were handled through the regular line administration.

Such an administrative arrangement, though at times unwieldly and unclear, allowed the Project Director and Supervisor to be immediately responsive to needs of indigenous staff for training, promotion preparation, service delivery skills (quantity and quality) and hiring practices.

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[1]Are You Listening Neighbor?, Report of Indian Task Force, Washington State, 1971.

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The Project Supervisor was responsible for all supervision of Project staff and was housed with her staff in the on-site facility. She was responsible for day-to-day operation of the service delivery program, training and ongoing development of indigenous staff, and for directing and participating in Community Action and Public Relations Maintenance.

The Project Director had other regular duties as Deputy Administrator of the Bellingham Office; 26 percent of his time was devoted to the Project. He also participated in a limited way in Lummi public relations responsibility and Community activities but his primary concern lay in the areas of inter-office coordination and consultation services to Project staff, and supervisor regarding training, service delivery methods and regulations compliance and was also the main liaison person to State Administration and Health Education and Welfare. This role was augmented by assistance from the Project Supervisor. Administration control of supplies, equipment and facilities management was also his responsibility.

Constant quality control was maintained by the Project Director through regular supervisor conferences with the Project Supervisor. Modifications in service delivery and training were developed as they saw the need for the Demonstration Project to change direction. The Project Director attended meetings with total Project Staff thereby providing staff input to administration and the resolution of problems. See Chart On Page 87-Functional Relationships, Lummi Project and Other Department of Social and Health Services Personnel.

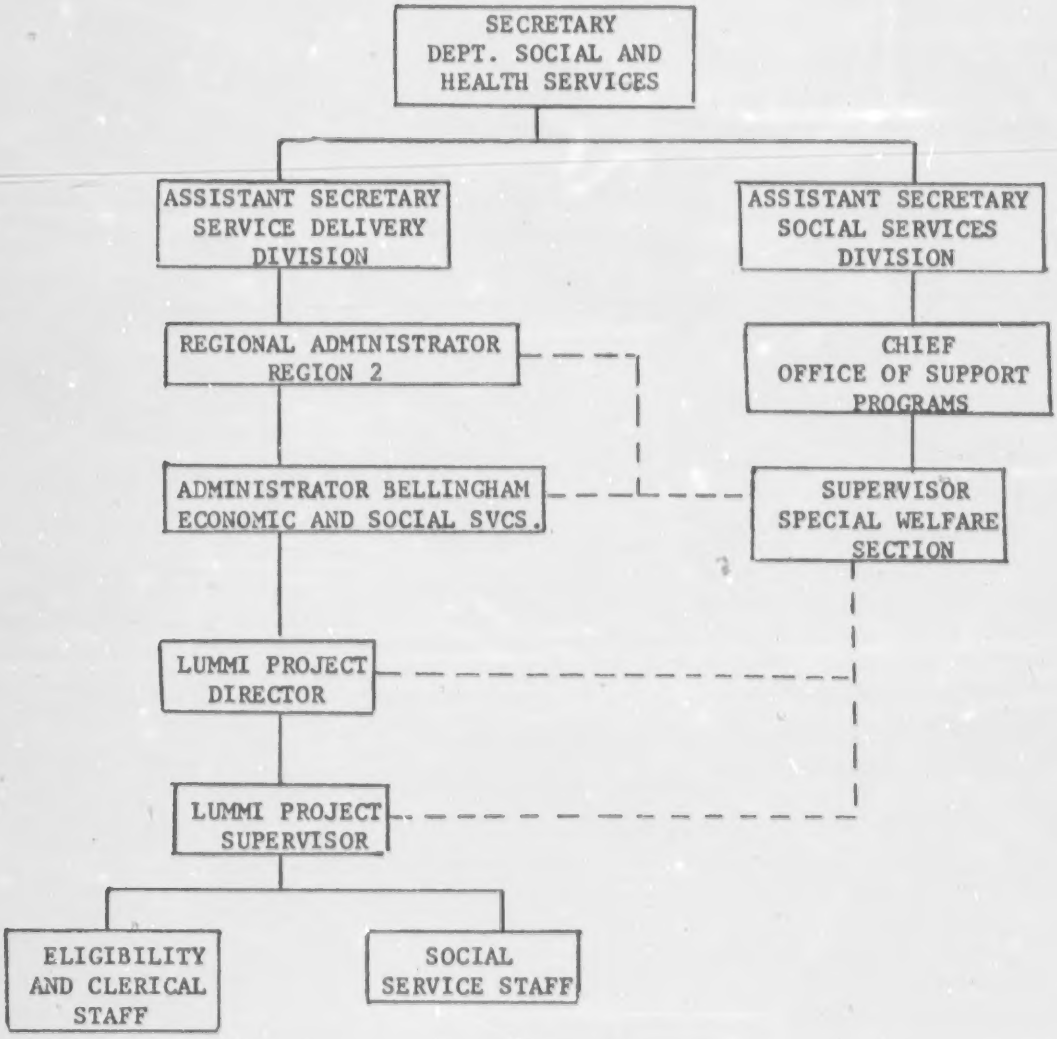
Working relationships amongst Lummi Project Staff have been maintained on a comfortable, formal/informal basis. Though the traditional line authority system exists, the spirit of working together pervades Project operation. Whereas, each in many instances works on his own with specifically assigned responsibilities, each worker has access to the other and in many cases plans cooperative case actions where two or more will be providing services to various selected cases. Role responsibilities are determined in consultation with supervision. This same concept is utilized in the area of community action responsibilities and has been positively transposed to working relationships with community counselors.

In all instances service delivery staff have immediate recourse to consultation with supervisor and/or administration and this is utilized as a support technique to training and development of indigenous staff. Complexity of basic assignments to indigenous staff is increased in a planned way in accordance with their rate of individual development as they move through formal group and individual training and gain experience through team and individual case assignments. This practice proved to be a positive factor in the Demonstration Project and to date, staff have progressed as planned through the career ladder concept.

FUNCTIONAL RELATIONSHIPS, LUMMI PROJECT

AND

OTHER DSHS PERSONNEL



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2 - SUPERVISORY SUPPORTS

A. Administrative Aspects

Since Project boundaries encompassed an area small enough to be administratively manageable, it proved to be a positive factor in Project supervision. It was only a distance of 12 miles between the Lummi and Bellingham offices and this made daily personal contact possible. Thus, a very close consultation pattern with administration, accounting personnel, and staff specialists was formed. Such a relationship contributed to smooth workflow and optimal service delivery patterns.

B. Workload Management

The Project Supervisor was given full responsibility in maintaining adequate workflow and case assignments.

Consultation between Project Supervisor and casework staff regarding decisions as to the utilization of an individual worker approach or a team approach enhanced the service delivery process and was a help to the Supervisor in knowing the workload each staff member was carrying and in ensuring the most effective utilization of staff.

The Project Director and Supervisor from the beginning recognized the need for workload controls and subsequently a system of monthly reports of daily activities from the caseworkers was established.

Regular departmental control systems were also incorporated as a part of the working Project. These systems covered both financial and social service activities and were an assist to the Supervisor in maintaining quantity and quality control.

In addition to the above, a manual was developed for Project staff covering all those procedures specifically designed for Project operation as well as covering those developed procedures for coordination between the Project office and the Bellingham local office.

The Project Supervisor was able to maintain a schedule of weekly supervisory conferences with the individual workers as well as holding weekly group meetings which included all staff. Through such a system the Supervisor was able to disseminate information regarding changing rules, regulations and procedures as well as carryout an effective inservice training program. It also ensured staff feedback to supervision and administration.

Periodically the Supervisor reviewed individual progress with each worker and presented a formal evaluation as required by Departmental standards. In conjunction with this, the workers and the Supervisor together were able to develop written job expectations and goals to work towards during the next evaluatory period.

C. Delegation of Responsibility

The Project Supervisor was supportive to her staff and by direct assignment, formal and informal training opportunities and supervisory consultation, was able to delegate authority quite accurately with regard to the individual's readiness to accept that responsibility.

Role responsibilities for each staff person were explicitly formulated and understood by total staff and were built into line authority to cover emergent situations as well as the day-to-day work pattern.

Because of the smallness of Project operation, the close contact between supervisor and workers, and the particular strengths of the Project Supervisor, a close trust relationship between staff and supervisor developed. Such a relationship, based on honesty and openness, was an enabling factor to Project operation particularly in times of stress.

3 - OUTCOMES

One of the strengths in the Lummi Demonstration Project was the quality of direct supervision and consultation available to staff. This is substantiated by the very satisfactory development of indigenous personnel as they progressed through formal and informal training plans demonstrating increased skill in handling a growing complexity of problems.

At the same time, one must recognize the difficulties posed in recruiting personnel from people within a poverty group cycle who, though lacking in education and/or experience, might show the potentialities for development through experience and education to a level of professional qualification. There is no doubt as to the increasing development in effective performance by Lummi Project indigenous staff. Closeness and communication factors lent themselves to openness and commitment to the task at hand. Although there were times of great stress, the Project Team unfalteringly worked toward the seven goals of the Project.

4 - COORDINATION

A careful reading of the seven goals of this Project makes it obvious that coordinative efforts were essential if we were not to subvert our goal direction. Such coordination lay in three main areas: (a) the Project with the Department of Social and Health Services administrative requirements; (b) the Project with Tribal values and developing Tribal programs; and, (c) the Project with regard to its activities supportive to the Tribe in its efforts to coordinate with the non-Indian community.

With regard to point (a), the Project has always maintained administrative integrity with all Department of Social and Health Services systems, thereby ensuring the equality of service to all clients and maintaining effective intra-departmental services and relationships.

The complexities of point (b) become most obvious in the early stages of the Project. This was essentially so because of the Tribes tremendous reorganizational development, their interest in developing Tribal social service programs and our beginning need to develop a trust relationship and assist the Tribe in their new efforts. The informal incorporation of the Project as a functioning part of Tribal programs enabled Project staff to function as a part of the various Tribal committees and to take part in their own coordinating board. These activities together with the development of an active and effective Advisory Board enabled Project administration and supervision to effectively

coordinate changes in Project focus and activities as the changing pattern of Tribal community needs dictated. This type of system responsiveness enabled indigenous staff to quickly develop a broader view of community need and to develop some sophistication in systems manipulation.

Point (c) has been discussed in detail in Chapter IV, Discussions of Project Goals. We can only add here a substantiating statement to the effect that whenever the opportunity presented itself, Project staff were supportive to the Tribe in activities relating to the non-Indian community and in some instances were instrumental in initiating contact leading toward understanding.

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CHAPTER VI

RECRUITMENT AND TRAINING

> "We recommend that: The State Personnel Department's selective certifications process be more aggressively applied to Indians so that more Indians will be hired and trained to fill strategic positions within the the Public Assistance Division."[1]

The above quote demonstrates the general awareness of Indian people of their need for education and training which will lead to mutual participation with the non-Indian community on an equitable basis. Like most minority poverty-cycle groups, the Indian recognizes the area of work qualification and opportunity as the quickest and most readily rational way of developing his sociocultural position to the point where lessening discriminatory influences provide basic achievement in economic security and social equality.

The Lummi Project proposal recognized the need for this type of development of the Tribal community and believed that those members of the community who would become a working part of Project staff would need to have specific provisions made which would allow for advancing qualifications and entry into the professional levels of the Department's service delivery programs. Consequently, prior to Project implementation, a training system was devised for indigenous staff entering into Departmental services at the beginning paraprofessional level.

Concurrent with this planning, a system of recruitment was devised which utilized not only the Departmental resources available through the Minority Affairs Section of the Department of Personnel, but also actively involved Tribal government leaders in the recruitment process.

1. Recruitment and Selection

The initial recruiting program involved obtaining permission from the Tribal government to publish job descriptions and training notices on the Reservation. This was done through a small Tribal newspaper and by printed materials posted throughout the Tribal center. In addition, we obtained permission to be on the Reservation at designated times to talk with groups and individuals about the Project and to answer questions regarding the positions involved. This community effort resulted in the Project receiving 26 applications for the two Social Service Assistant positions, four for the one Welfare Eligibility Examiner position and five for the one Clerk-Stenographer position. All of the social service applicants were qualified candidates but only one person qualified for the Eligibility Examiner's position and one for the Clerk-Stenograper position according to existing State Personnel standards.

The eligibility of the Social Service Assistant applicants was determined by poverty criteria and submittal of a formal application. The Clerk-Stenographer and Eligibility Examiner had to be hired provisionally pending their satisfactory completion of a written examination according to State Personnel rules. Both people subsequently qualified and achieved permanent status.

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[1] "Are You Listening Neighbor?" Report of Indian Affairs Task Force, Washington State, 1971.

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The selection process involved, at Project request, appointment by the Tribal Council of their representatives to participate with the Project Director, Supervisor, and lead Caseworker in panel interviews of all applicants. A score sheet was devised by the Project Supervisor whereby each applicant, as he was interviewed, was scored individually by panel members. The score sheets had simple rating criterias and were reviewed by the panel members at the end of the total interview process for the group. Differences and similarities brought out by the individual panel members were discussed, and when the panel was familiar with the general thinking of the total group, the candidates were listed in order of hiring priority. Project staff provided a strong consultative role in this process with regard to the requirements and personal attributes needed in personnel for specific positions. Whenever the Tribal members of the panel voiced strong concerns about the ability of a candidate to function smoothly within the Tribal community, the applicant was considered a low priority hiring. Candidates selected by this process received compatible recommendations by the total panel.

Hiring of beginning level workers in such a process had both positive and negative components. Positively, it allowed for direct community involvement in job applications and in the screening process and offered to the Project a beginning base of acceptance as a part of the community. It established at a very early state a format of interaction with Tribal leadership and the Tribal community which was to be retained and augmented throughout the life of the Project. This developing process proved to be instrumental in the development of a trust relationship and enhanced communications and Project/Tribe coordination and cooperation. The process initially defined for the Tribe, not only the Project's interest in, but its active concern for the Lummi community attitutdes and values as they effected Project services to the Tribe.

On the negative side, this method placed considerable onus on the screeners in attempting to plumb the potential for the development of the individual toward the achievement of the final position goal. Since there are no experience or educational qualifications mandated in the beginning Social Services Assistant positions other than that they meet the poverty criteria, there are no measurable means of attainment either in education or experience. One can at best superficially explore for prevailing attitudes and emotions, self-awareness and the willingness of the candidate to commit himself to a course of action.

An additional recruitment problem is the employer's lack of knowledge of the newly hired employees reactions to shifting role demands as well as the individual's basic understanding of his primary and secondary role functioning. An added role, though immediately appearing as an attractive addition to his life, may result in developing stress patterns either within his family or his community. Ambivalence in meeting stress should be understood as well as the adaptive capacity for attaining balance or equilibrium. Defense mechanisms, as being essential to maintenance of balance, and the fact that they can range from those that promote growth to those that retard growth, should be explored. Without considering role and stress factors an employer inadvertently places a seemingly adequate and satisfactory potential employee in a position which could lead to a family and community disruption and withdrawal from the employment pattern.

2. Training

The Project proposal encompassed a two-directional training program. One was an in-service training program combined with selected caseload assignment,

increasing in complexity as the individual progressed in demonstrated abilities. The second was a formalized, college level education program leading to sufficient accreditation to allow application and entry into the professional casework series (minimum of two years on-the-job training and experience plus 30 credit hours in the social sciences).

The in-service training program encompassed both group training and training for the individual in supervisory conference. This combined approach provided flexibility for the individual as dictated by his needs yet allowed for overall group development and balance.

Initial efforts were geared to systems processes, office procedures and manners, and job and role expectations. This learning included the specific knowledge of programs, history of the Department and its aims and goals, and the Project's aims and goals. Individual attention was given to on-the-job skills and experience and opportunity given to all ways in which a beginning social service worker may be expected to perform. Individual assignments were monitored to determine the individual's own ability and rate of growth and development.

The secondary phase of in-service training was the involvement of the worker in counseling and interviewing skills, developing understanding of human behavior and the broadened application of Departmental programs in service to their community.

The third and continuing stage of the in-service training proogram was the introduction of human behavioral elements as they are reflected in standards of normal and abnormal behavior, cultural and social components of client problems, heightened self-awareness, and increased depth of counseling efforts.

In all of these three phases of in-service training there was a conscious effort made to relevantly tie-in with the course of study being pursued in staff's formalized college education. Such effort was effective in making the agency the practical laboratory for applying and relating the formal knowledge acquired.

Also throughout the three phases, Project Administration and Supervision utilized feedback from indigenous staff relating to appropriateness, suitability and effectiveness of techniques, programs, service delivery methods, and administrative structure as reflected against sociocultural values of the Lummi Tribe. In this respect, the in-service training program was a mutual endeavor.

As indicated in previous discussions we initially planned a formal college program whereby the lead worker would participate with the Social Service Assistants in the college classwork. Because of the reasons previously indicated, this did not work out and of necessity an alternate plan was implemented. This involved a Project contract agreement with an existing human services, New Careers Program at Western Washington State College. Arrangements were made for a two-year period and led to the acquiring of 106 college credits per individual which included 24 credits for in-service training.

This method proved effective in that it allowed for group support in case learning experiences and an opportunity to share on-the-job problems and development. Classroom work included introductory and progressively complex

courses in psychology, sociology, anthropology, communications, reading and writing workshops, speech, community organization, human behavior and the humanities.

It has been our experience that the New Careers approach to college education for depressed minority groups has been the most effective helping process educationally at least in the beginning stages of advanced learning. The effectiveness of this approach is only realized when curriculum development and student counseling results from mutual cooperative efforts between college and agency staff in program development.

3. Impact of Recruitment, Training and Staff Development on Performance Effectiveness

Since the agency programs are in the field of human services, the ability to deliver these services to its clients largely depends upon the skills of the agency staff members to communicate with individuals or groups. This could be in verbal and non-verbal ways, and enables them to accept and understand human behavior and motivation within their cultural components.

The selection process within the limitations outlined above provided the most effective format we could devise which in some degree ensured initial selection of staff who demonstrated potential in the above defined areas.

The informal and formal training plans which were implemented were geared towards optimal realization of staff potentialities. Each person participating in the educational and work experience plan, whether or not they remained throughout the three years of the Project, demonstrated increasing skill, understanding and service delivery effectiveness. The educational plan has assisted in being able to maintain the career ladder plan.

CHAPTER VII

EVALUATION FINDINGS AND IMPLICATIONS

The difficulties previously discussed regarding research design and implementation must be emphasized. The original intent of the Project was to evaluate goal achievement, administrative feasibilities, staff training and the impact on the community through subjective narrative demonstration supported by baseline data which would reflect Project activity.

The above focus was of necessity altered after 2-1/2 years of Project operation at which time the Department of Health, Education, and Welfare, clearly asserted the necessity of "beefing-up" the Projects research-evaluative component. The lateness of this decision was further complicated by lack of sufficient consultation and the necessity for speed in developing whatever research tools were to be utilized. This resulted in the development of client and staff questionnaires which proved to be inadequate in their focus, vague and confusing in their question composition and impossible to significantly correlate with any degree of research significance.

The difficulties with the questionnaire were heightened by the necessity of using volunteer, untrained, unexperienced interviewers. This was the only alternative open to us as there were no funds available to hire special interviewers. We were constrained from using Project staff for questionnaire interviews as Research and Consultant staff stated that such involvement of Project staff would probably negate the findings of the questionnaire because of bias.

The resultant questionnaire answers indicated some confusion on the part of those being interviewed as evidenced by conflicting answers given to interrelated questions.

Besides the problems experienced with the questionnaire, we were also faced with a necessity of trying to correlate the same type of material obtained from the Makah Tribe. The Makah Tribe had been chosen, at the insistance of state administrative personnel, as a comparison group. Neither time, staffing, nor expertise allowed for a full analysis of this comparison group related to the variable factors which would either confirm or negate them as a valid comparison research component. In addition to this, the client sample chosen from the Makah Tribe differed greatly in its composition from that sample selected for the Lummi Demonstration Project. As compared to Lummi, the Makah sample did not contain a representation of closed cases, foster parents, or child welfare cases. Additionally, no service-only cases were available in the local office servicing the Makah Reservation. The Makah sample represented 100 percent of their ongoing cases whereas the Lummi sample represented approximately 35 percent of open cases, 33 percent of closed cases and the total responses obtained through the survey represented 47.4 percent of the Project's average monthly caseload. Such discrepancies between the respective sample groups would of necessity effect the quality of response to the questionnaire and thus create differences in findings which because of the lack of control possibilities render evaluative findings in a questionable status.

When the tabulated results were processed by the Research Section of the Department of Social and Health Services, extremely minimal numbers of statistically significant comparisons resulted and these were also minimally usable by the writers in their efforts in demonstrating goal achievement.

In light of the above deficiencies and problems, the Project Supervisor and Director as the writers and evaluators of this report, were forced into the position of reestablishing our original evaluative approach as the primary technique and supporting this technique through the utilization of the raw data to indicate reflected patterns shown by percentage comparisons of questionnaire responses.

The paucity of statistically significant research findings reflected in the analysis of questionnaire results is a regretable but very realistic truth which leads to the obvious recommendation that in the future the research design of any Project should be explicitly, clearly and carefully established prior to the funding and implementation, and to the further recommendation that Federal guidelines for this component be expanded and consultation provided for research design development.

Keeping the above thoughts clearly in mind, we will now proceed to the Evaluative comment.

1 - EFFECTIVENESS IN GOAL ACHIEVEMENT

A. GOAL I: TO MAKE THE SERVICES OF OUR AGENCY MORE ACCESSIBLE GEOGRAPHICALLY AND ADMINISTRATIVELY

Details of activities related to this goal are contained in Chapter IV and in our beginning documentation concerning goal achievement.

Further support is given to this goal achievement in looking at responses to the client questionnaire given by both Lummi and Makah clients. The Lummi group indicated strongly favorable responses to questions concerning their feelings about having a Department of Social and Health Services office on the Reservation, feeling comfortable in this office, services being more available in the on-site office, and that the Reservation office was more helpful and provided better services than the local office. Positive responses of those replying to the questionnaire ranged from 88 percent through 90.5 percent. Comparison of these percentage positive replies to the responses given by the Makah clients show or range from 55 percent through 90 percent. All percentage pattern responses were extremely close except for one particular question. Whereas 88 percent of Lummi Project client respondees stated that they felt comfortable in the Project office of the Department of Social and Health Services, only 55 percent of the Makah respondees indicated such a positive response to their local office. The closeness with which the other Makah responses correlated to the Lummi responses was an indication of the desire of the Makah people for establishment of similar services on their Reservation and their belief that through the implementation of such a program services and relationships would improve. Lummi responses to these questions were direct, declarative indications of the Tribe's general satisfaction with Project on-site office and the services they have obtained from the Project.

Further substantiating documentation is reflected when reviewing the statistical chart contained on page 56, Chapter IV. This chart indicates Project per-month case activities. The contacts per worker per day figure of 4.58 as a three-year average indicates solid Project staff attempts to enhance their own availability

to the Project community and the client population. Considering that this average is seriously lowered by the very low first year average, taking the average for 1971 through 1973 which would be 5.6 contacts per worker per day, such openness and availability to clients and community is even more strongly emphasized.

Further evidence which supports Goal I is the increased usage of Department of Social and Health Services services as reflected in the caseload information contained in the chart on page of Chapter IV. For many years the Bellingham office identifiable Lummi caseload was comparatively small and indeed in April and May of 1970 in determining the caseload which was to be transferred to the Project, Bellingham office staff identified only 83 cases. Through the development of the Demonstration Project, its on-site office and its added community focus in service delivery, this base caseload quickly developed to an average first year caseload of 146.6 cases per month. We have already indicated that we do not identify such caseload growth as increasing dependency but a response to reaching out towards appropriate usage of departmental services and specific activity geared to more accurate need identification and service provision.

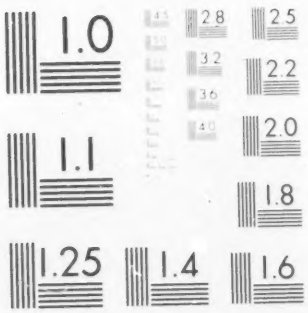
In evaluating the questionnaire with regard to questions posed about the use of Department of Social and Health Services programs, respect given to clients and recognition of positive program change within the past three years, a compilation technique, grouping all possible responses to overall program usage, respect and change items reflected that 89.5 percent of Lummi Project clients felt that staff respected them as people as opposed to 83.9 percent of the Makah clients. The most startling difference in the two comparison groups lay in the area of indicated positive program change in the past three years. 40.8 percent of the Lummi Project client group who had indicated program usage also indicated positive change in program as opposed to only 7.4 percent of the Makah group.

Program pattern usage between the two groups was the same. The four most heavily used in order of usage were: financial, food stamps, medical and personal counseling. However, the average rate of usage per program was more heavily weighted for the Makahs who showed a 40.5 percent average usage per program in contrast to 37 percent for the Lummis. An item-by-item count of program usage by Lummis show significant use in all program areas whereas protective services, personal care services, community referrals, and employment and training services in the Makah sample indicated zero or insignificant usage.

The above data when viewed as supportive to the Goal related activity discussed in Chapter IV substantiates our belief that goal achievement has been demonstrated.

B. GOAL II: TO PROVIDE THE ADMINISTRATIVE AND ORGANIZATION STRUCTURE BY MEANS OF WHICH, ULTIMATELY, THE DIRECT SERVICES OF OUR AGENCY CAN BE PROVIDED TO THE LUMMI INDIAN PEOPLE BY LUMMI INDIAN STAFF EXCLUSIVELY

For reasons documented in Chapter IV, this goal was modified in operation to the degree that rather than focusing total staff development on Lummi Indians the goal was expanded to focus on "Indian personnel only". This goal modification



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS 1963-A

has been discussed informally with several Lummi Indian leaders and the Project Advisory Board. In light of the problems documented in Chapter IV these Lummi people were in complete accord with the goal modification.

In reviewing responses to the questionnaire regarding preference for Indian caseworkers and whether Indian workers would understand problems better than non-Indians there was a surprising similarity of response between the two comparison groups. In the Lummi group, 45.7 percent indicated preference for an Indian worker and 76.5 percent of those interviewed expressed the belief that Indian caseworkers would understand their problems better than non-Indian caseworkers. By comparison the answers to these same questions by the Makah group indicated that 45 percent would prefer an Indian caseworker, zero percent would prefer a non-Indian and 55 percent indicated no preference. However, similarly to the Lummi group, 75 percent of the Makahs indicated that they believed an Indian caseworker would better understand their problems. This seemingly contradictory evidence and the factors which contribute to it are explained for the Lummi sector in Chapter IV. Some factors which may have had a similar influence on the Makah group responses were that the Makah group had had no experience with an Indian caseworker, had never experienced service delivery based on the Reservation nor had they experienced casework geared to a community focus. The Lummi group, on the other hand, through the Project staff had experienced all of these and in addition had for the first time as a group, developed working trust relationships with non-Indian Project staff leaders and therefore a split in traditional opinion was experienced. The responses from Lummi indicating preference for non-Indian caseworkers are seen as the outcome of some of the more painful service-only types of action in child welfare services which had been undertaken by Indian caseworkers. Such a group of clients was missing from the Makah sample.

With respect to the designated career ladder plan, the main problems encountered concerned only the social service staff component. Clerical and financial workers did not experience the same social pressures that faced social service staff and the stress and anxiety resulting from the training component was considerably lessened for these people. This latter point was the result of the less formalized approach required in mechanical skill development as compared to the required formalized college credit training for social service staff. Both the financial and clerical workers have been with the Project since June 1970 and are now permanent State employees.

One of the problems experienced was common to both social service and non-social service staff. This was the State requirement that all personnel write and pass specific examinations for their classifications. We found that the problem here was not one of the individual being unknowledgeable in his area of expertise but rather one of experiencing difficulties in understanding the written test questions as presented. This was further complicated by lack of sophistication in dealing with written systems, extracting multi-conceptual material from written propositions, unfamiliarity with professional jargon sometimes utilized in the test approaches, and the general gap in the formalized education process.

All of these problems combined into an overwhelming obstacle for personnel hired from the indigenous minority group, poverty based culture. This required special consideration by the employing system and it soon became obvious that Project administration had to address itself to these problems. Consequently, a counseling method was developed whereby the individual facing the State examination requirement was provided with specific training and opportunity for practice testing. Perhaps one of the most important components of this training was the

interpretation of words and concepts contained in sample State tests and through this interpretation assisting the worker towards independent ability in this area. Discussions resulting from this training emphasized for Project administration the indigenous worker's basic knowledge in his specialty role, his ability to verbalize related concepts in his own way and further emphasized these people's unfamiliarity in dealing with written material basically constructed for the formally educated person. Although this problem posed difficulties for both staff and administration, all personnel have been able to complete State examination requirements for their present positions. Because of prolonged absence due to illness of the senior Social Service Assistant, Project administration has postponed reclassifying this position to Caseworker I pending her return. Indications to this point are that similar difficulties will be experienced in this instance and we will need again to provide specialized preparation for the examination.

Problems concerning the retention of Social Service personnel were fully discussed in Chapter IV. However, it is necessary to emphasize at this point that when one is dealing with indigenous minority group staff and when one is restricted so rigidly by the limited size of office operation, staff turnover of even one person assumes major import for the ongoing success of the career ladder plan. Each individual on staff is at his own stage of development and may or may not be ready to progress along the career ladder at the necessary time. This is further complicated by the recruiting difficulties encountered in hiring minority group persons for professionally qualified positions. It is only by chance we have been successful in finding Indian replacement personnel who qualified for vacated positions: indeed, if further vacancies occur the Project career ladder would be again endangered. If this happens, it may be necessary to ask for special dispensation of rigid system personnel requirements if career ladder continuity is to be maintained.

Some extraneous factors impinging on career ladder success have been competition with Federally funded Tribal projects which provide for counseling employment at salary levels far beyond existing State salary schedules and which at the same time have no educational or on-the-job training requirements. Such opportunities have presented irresistible temptations to some of this Project's indigenous personnel and we have been unable to retain these people on staff. This is very closely tied to the generalized poverty and minority group problems encountered in non-postponement of gratification in preference to career planning. Until such time as such Federally funded programs institute normal salary schedules as a requirement for funding, such conflicts of interest are bound to result.

Another conflicting situation which effects the continuity in career ladder planning is the difficulty experienced by the indigenous worker in dealing with the usual paper work responsibility built into most formalized social service systems. The employees hired from poverty groups and minority groups are not used to interpreting the "real world" through the machinations of paper processing but are more attuned to "people to people" contacts without required documentation. As a result, these employees experience anxiety, frustration and a feeling of alienation from the system.

With the minor adjustments to the career ladder plan as indicated in Chapter II, and with a good deal of luck, Project administration has been able to maintain the career ladder plan throughout the three years of this Demonstration Project. The maintenance of this plan together with the training and educational schedules developed have ensured the Project's progression in fulfilling the requirements of Goal II.

C. GOAL III: TO HELP THE LUMMI INDIAN PEOPLE DEFINE WHAT THEY SEE AS THEIR NEEDS AND THEIR GOALS AND TO PARTICIPATE IN THE PLANNING AND DEVELOPMENT OF A COMPREHENSIVE, COMMUNITY-WIDE SOCIAL WELFARE PROGRAM

The individual case activities and community functions in which Project staff have been involved which support goal fulfillment are detailed in Chapter IV. Besides this detailed account of direct activities we were able to record, that of the 2,153 community and individual needs identified 1,781, or 82.2 percent have been met either directly through Project staff efforts or through recognition of Tribal leadership and assimilation into Tribal services. In either case, Lummi Project staff were actively involved with the Tribal community in need identification and service efforts.

These efforts were supplemented during Phase III of Project operation through the inclusion of the addendum proposal for the Housing Specialist and Home Economist Program. This program provided for an additional 1,310 direct case services and 163 community services. Of the 1,202 needs identified by this addendum program, 1,177 or 97.9 percent were met by direct personnel intervention or incorporation into Tribal services. In most instances the Home Economist and her assistant were instrumental in developing the individual or community resources to meet these needs.

Other activities which have lent themselves to goal achievement concern Project staff's involvement in Tribal committee work as requested by the community and/or community leaders. Through such activities, Project staff have been actively concerned with the basic and broad social welfare problems facing the Tribe and have functioned as resource enablers in the Tribe's efforts to develop a comprehensive social welfare program. This participation by staff and our willingness to cooperate with and operate within Tribal guidelines and wishes was recognized by the people of the Lummi community as an indication of the Project's community focus and trust relationship basis. This was evidenced in client responses to the questionnaire which asked whether clients felt that Indian people had an effect on the local Department of Social and Health Services office. Lummi responses indicated a 33.3 percent affirmative answer as compared to a 5 percent affirmative answer from the Makah Tribe.

Further substantiation was obtained from the client questionnaire in response to the question as to whether the Indian client had been encouraged to participate in community developmental activities. 28.4 percent of the Lummi client sample responded affirmatively as compared to 20 percent of the Makah sample. This difference is highlighted when one qualitatively analysis the responses. The comments made by the Lummi clients directly demonstrated a high degree of involvement in broad community programs whereas the Makah responses concerned themselves with hobbies and self-improvement activities. This discrepancy is perhaps understandable when viewed from the fact that regular caseworker activities in public welfare service delivery programs only infrequently involve the intense and broad community focus which was a concept of the Lummi Project program. This discrepancy would tend to lead towards ordinary self-focus programming and the separation of worker from community.

When questioned as to whether they felt Indians should have more to say about agency operations, 56.8 percent of the Lummis and 65 percent of the Makahs responded affirmatively. This mutuality of response holds import for future

program planners and indicates a community's willingness to participate in planning and developing community-wide social welfare programs.

The above data together with the detailed activities contained in Chapter IV are sufficient to support our claim of goal achievement.

D. GOAL IV: TO HELP THE LUMMI INDIAN PEOPLE COPE WITH THE VARIOUS BUREAUCRATIC SYSTEMS WHICH SO OFTEN STAND AS OBSTACLES BETWEEN THEM AND THEIR GOALS: TEACHING THEM, WHENEVER POSSIBLE, TO USE THESE SYSTEMS TO THEIR ADVANTAGE. THIS INCLUDES NECESSARY COMMUNICATION SKILLS AND GRANTSMANSHIP

In addition to the material contained in Chapter IV, which deals mainly with Project activities relating to Tribal community, we would like to reemphasize one of the original concepts. This underlying concept relates to the individual and his gradual development and effectiveness in utilizing systems to his advantage.

One of the benefits of singular efforts with the individual client is the resultant carry-over in learning the utilization of one system and applying that learning to the utilization of another. Hard core documentation of achievements in this regard is impossible to achieve. Only through observation of the effectiveness with which individual clients progress in their ability to manipulate systems to their advantage can one obtain some degree of feedback satisfaction with regard to efforts in this area. Such opportunities are afforded only when the situation places systems demands on the client.

A few examples which tend to support our belief that we have been effective in this area are:

a. A client family who previous to this time had been unable to cope with public welfare and court systems utilizing the services of a lawyer and character witnesses with regard to child welfare problems.

b. The general increase in applications for various departmental programs, as people, through interpretation by the Project staff, have become more aware of their rights to apply for the programs and to participate in service delivery programs.

c. A general increase with our Lummi clients in the use of self-referral to outside community agencies and a growing comfortableness in participation in those agency programs.

d. An expansion of program usage within and outside the Department through coordinated efforts of Project staff with Indian counselors and trainees whereby their clients' services were coordinated in such a manner as to optimize available resources during their training period in order to ensure maximum program completion by the trainee. We note that such is being carried on with new groups of trainees.

The above are a few examples which support goal activity and achievement but for which no hard core data is available.

The following statistics from the client questionnaire tend to further support goal achievement:

NON-DSHS SERVICES - AVAILABLE AND KNOWN ABOUT

NON-DSHS SERVICE	LUMMI	MAKAH
EMPLOYMENT SECURITY OFFICE	70%	5%
MENTAL HEALTH CLINIC	64.2%	90%
JUVENILE COURT	48.3%	5%
SALVATION ARMY	68%	0%
TRIBAL SERVICES	42%	5%

The above percentages indicate wide discrepancies between the two comparison groups. The one area in which Makahs seem to indicate a greater knowledge of availability is in Mental Health Clinic Services. The variance in this response cannot be tied down, but part of the explanation may lie in the fact that the Lummi Tribe has its own Mental Health Counseling services which may have negatively affected their contact rate with the Whatcom County Mental Health Clinic. All of these identified services are areas in which Project staff have been directly involved with individuals or Tribal leadership in promoting understanding and usage.

It is our belief that if the individual or group demonstrates knowledge of changes in systems programs this is indicative of their ability to use these systems more effectively. In this respect the client questionnaires show that 38.17 percent of the Lummis were aware of Department of Social and Health Services changes in program rules and regulations in contrast to 21 percent of the Makahs who had knowledge of such changes.

We must reiterate the overlapping and interdependence of all the goals of this Project and consequently some of our discussions and evaluations as they relate to Goal III in particular are germaine to the achievement of Goal IV.

E. GOAL V: TO MAKE THE NEEDS AND GOALS OF THE LUMMI PEOPLE KNOWN TO OTHER AGENCIES AND THE LARGER COMMUNITY

For general discussion on this goal, refer to Chapter IV. Based upon contacts and interviews with other government and social agencies, it was obvious that their concerns paralleled some of our own regarding the inability to meet the needs of Indian clients. As a social agency directly involved in a continuing relationship with other formal and informal human services agencies, we foresaw areas where we logically could serve as an interpreter and catalyst in bringing to these agencies and the larger community through our Indian staff a better appreciation and understanding of the Indian community.

Following are examples of Project efforts towards carrying forth the above concept. The material must be presented in subjective example fashion because of the very nature of the information as well as the fact that incident frequency data was not maintained and therefore is not available.

1. Foster Parent Groups: As detailed in Chapter IV, Project staff because of its concern regarding the care of Indian children in non-Indian foster homes and because of directions suggested by Indian people in the Governor's Task Force Report on Indian Affairs, organized a series of meetings between non-Indian foster parents and concerned Indian parents of the Lummi community who may or may not have had children in foster care. The purposes underlying these meetings were to promote familiarity between the two groups, enable greater understanding of the similarity and differences of the two groups, initiate open communication between the Indian and non-Indian, and focus on the similarity of purpose with regard to the care and well-being of the children. Project staff assumed host and enabling role and as a result of these meetings both groups expressed greater understanding and appreciation of each other. In practice Project staff has noted decreasing conflictual situations between parent and foster parent, stronger utilization of worker as intermediary and interpreter of problems and in those few instances remaining where Indian children are in non-Indian foster homes, an overall closer relationship between the principals of the two groups.

   Project efforts in this area are unnecessary at this point as we have licensed six Indian foster homes and our main emphasis in child placement lies in developing the extended family as a child placement resource.

2. Juvenile Court: Project activities with respect to utilization of the Juvenile Court have been twofold: partly directed toward the Lummi clients with a view to enabling them to recognize and exercise their legal and human rights and to utilize the Juvenile Court as a helping tool; and partly towards court and Tribal law enforcement authorities in order to promote understanding, assist in the coordination of services, and interpret the import of cultural differences as seen by the Indian people.

   Through Project staff involvement in the activities of the Tribal Law and Order Committee and through informal consultation with Tribal and other community leaders, we have been able to indicate the need for full consultative practices between the Tribe and Whatcom County Juvenile and Adult Court systems. In this respect, we have witnessed growing activities by the Tribe in law enforcement program planning and development, with concurrent development in the Tribe's direct overtures to the non-Indian community for consultation, guidance and coordination. Through Project membership on the Law and Order Committee, we have encouraged and supported such overtures from the Lummi Indian people and in some respects have frequently been able to be effective as liaison functionaries between the two systems. We have also witnessed similar new and renewed approaches to the Lummi community by the Whatcom County Court system.

   On an individual case basis, Project staff have been effective in interpreting to both Indian and non-Indian persons involved in Juvenile Court situations both supportive and claritive retionales regarding the individual situation. These efforts have gradually developed greater understanding and functional effectiveness in the utilization of the services of the Juvenile Court. This development has held particular import for the utilization of the extended family as a child placement resource. The flexibility of systems thus resulting has been an ameliorative development with positive impact on intergroup relationships.

3. School Systems: For full discussion of our involvement in educational development and school systems, refer back to Chapter IV, pages through To maintain the benefits derived from activities in educational development and coordination with the non-Indian community, we continue our connection with the Tribe's Education Committee and regular contact with the non-Indian school system throughout the school year.

4. Mental Health Clinic: Our involvement with the Mental Health Clinic at the very beginning of the Project stimulated an existing concern of the clinic to reach out to the Lummi community and resulted in their bringing clinic services to the Reservation on a regular basis. This later led to their inclusion and participation in the Counselors Training Program and to a clearer understanding of Tribal values and Indian concerns.

   Although the Tribe has now developed a Mental Health Program on the Reservation through the Division of Indian Health, the contacts between Counselors and Mental Health Clinic personnel which developed positive relationships and attitudes toward the services of the Mental Health Clinic continue to date. This has enhanced the inter-referral process between the Mental Health Clinic and the present Tribal Counseling Program and has reduced Project staff's active role in this area. We continue to be available for support and consultation upon request.

5. Senior Activities: Although at the time of writing this report the development of senior activities has reached a stalemate, the newly developed positive relationships remain as does the Tribe's interest in developing a Senior Activity Center.

   Project staff made early contacts with the Whatcom County Senior Activity Center relative to services, activities and programs that could be of interest to the older Indian client. Social Service Assistants arranged visits to the Center and were able to involve a group of Lummi elders in the area White House Conference on Aging. This was the first time that a group of Indian people had ever participated in this activity and as a result, one of our Social Service Assistants was invited to participate in the Governor's Conference on Aging.

   It was recognized in these contacts that the lack of transportation negated participation in the county Center. The Center Director has explicitly indicated an interest and continuing desire to assist in planning an extension of Center activities to the Reservation once appropriate facilities become available. We had also discussed with Community Action Program staff and Tribal leaders the possibilities of preparing a purchase of services proposal through our own Department. Preparation of such a proposal had begun when funds were withdrawn for such agreements. Although this remains an unfulfilled activity, Project staff continue to monitor the situation and when a Tribal facility is made available will actively encourage Senior Activity Program development and reinstitute contact with the Whatcom County Senior Activity Director who has continued to maintain her interest in cooperating with such a project.

The above example of activities, together with the detailed information in Chapter IV discussions of Goals III, IV and V, not only reemphasize goal interdependence but effectively demonstrate effectiveness of operation and Goal V achievement.

F. GOAL VI: TO PROMOTE CITIZEN INVOLVEMENT ON THE RESERVATION, PARTICULARLY AMONG THE RANK AND FILE MEMBERS OF THE TRIBE

Detailed discussion of activities centering around this goal is contained in Chapter IV. Any achievements appear to be substantiated by client response to the questionnaire which inquired directly as to the clients' perception of how the Department of Social and Health Services had encouraged them to participate in their community. In response, 36.25 percent of Lummis indicated that they had been encouraged towards involvement either in Tribal Committee work, Tribal community activities, training programs, volunteer activities or employment situations within the Tribal community. In contrast, in the Makah sample responses, only 25 percent responded positively to the question and 50 percent of these indicated that the encouragement centered around participation in hobbies and self-improvement programs. None of the Makah responses involved community betterment programs or participation in setting Tribal policies.

We believe that the Lummi responses indicate a significant response pattern which attest to success in goal achievement.

G. GOAL VII: TO PRESERVE THE LUMMI INDIAN CULTURE

Particularly in this goal we are dissatisfied with the way in which it is stated as it would appear that Project staff were presumptuous regarding their role positions and their potential objectives. What was intended here was that Project staff would in every way possible with either Tribal approval or direction support the Lummi Indian people in their efforts to maintain their culture. Refer to Chapter IV for discussions regarding Project activities in this regard.

We believe that we cannot now, nor could we ever evaluate final goal achievement in this area as it is seen as an ongoing perpetual focus for our activities on the Lummi Reservation. We can only say that we have had indications from Tribal leaders that they have found us supportive in this area and we therefore conclude that up to this point we have fulfilled our stated obligation.

2 - ADDITIONAL EVALUATIVE COMPONENTS

A. ADMINISTRATIVE FEASIBILITY AND DESIRABILITY

The special components in Project design involving service delivery modalities, career ladder plans, staffing and community action programs posed the possibility of many areas for administrative concern and evaluation.

a. Workload. Because of Project focus on team and community action approach, in addition to the requirement of differential case assignment because of the range of skills of personnel tied to the career ladder plan, administration had to carefully consider appropriate case assignment in balance with other assigned activities and task complexity. We found that the team approach was an effective and manageable approach in specifically selected cases. Whether the team approach involved two social service workers or the entire social service staff, the essential sequence in approach was to clearly identify the case manager who carried primary social service responsibility and to assign clear secondary roles to the other members of the team. Such roles were always supportive to the case

need and plan as delineated by the primary worker. Secondary tasks ranged from the very simple types of activities such as transportation through complex counseling levels with built-in division of labor between program aspects. Within the team approach, flexibility was built in to include as members of that team, specialists and/or counselors from Tribal services whose particular expertise allowed for viable role assignment in case services.

The Team cases were considered as various fractions of case assignment according to the intensity of role assignment in any given case. Those cases for which a worker was totally responsible were assigned full case value.

Viewing a worker's caseload according to the above administrative concept, Project administration had to balance on a realistic basis the totality of case assignment with those community activities directly assigned to any given worker. To some degree this afforded the opportunity to spread the overall case and community responsibility on an equitable level.

Project staff involvement in the community action component of service delivery quickly expanded to such a degree that staff size, standard work hours and established personnel practice requirements made complete coverage an impossibility. Administrative review of this problem with social service staff resulted in a voluntary commitment by that staff to operate within the Lummi community as community volunteers for the Lummi Tribe. Those community activities not covered in direct assignment were open to free choice of the workers for their desired involvement. Only by such means was it possible to fulfill our community commitment and effectively balance the administratively assigned load. This was possible only because of the high degree of commitment to the Tribal community felt by Project staff.

Although it was possible to build in some degree of specialization related to individual workers experience and skill, the nature of the total caseload, case turnover patterns, and the limited size of staff required a strong concentration on developing generalist capabilities within total social service staff. This allowed further flexibility in differential case assignment and made it possible for work schedules and specific duty assignments to be built in as departmental systems required. This too tended to emphasize the demands which were placed on Project workers.

All of the above factors clearly point out that administration in recruiting and selection processes must meticulously search for personnel who demonstrate degrees of commitment not ordinarily required by job classification standards. It must be further emphasized that the incorporation of the Team and community action approaches negate the use of standard yardsticks to derive staffing allocations which are utilized in most regular social welfare offices. This is substantiated by our observation that Project workers on direct assignment averaged 20 hours per month each in community action programs in addition to those hours they volunteered to the Tribe. Such overall activity effectively cuts into available social service time for direct case assignment.

b. Relevance of Job Descriptions and Job Functions. In light of the factors discussed in point a. above, it was obvious that the regular job descriptions for the social service classifications as published by State

personnel are not applicable to personnel on Project assignment. This required administrative review and development of new relevant descriptions for Project personnel. It is our contention that the job descriptions thus developed have been consistent and appropriate to the job functions delineated in the original Project proposal and subsequent annual reports. The specific duties for all Project personnel were previously discussed in Chapter I, pages 7 through 14. It is an essential part of administrative concerns that such job descriptions be kept current and appropriate to assigned functions for each worker.

In such a small operation as the Lummi Project it must be recognized that the job descriptions be available to every one on staff and efforts be made towards developing basic familiarity with the duties for each position. This is essential because in times of crises any one staff member may need to perform the basic and beginning functions of another position.

c. Coordination. Both intra-office and inter-office considerations regarding coordination in functioning were essential in Project development. Certain basic and specialist functions were retained by the parent office of the Department of Social and Health Services. Whenever such arrangements are made, because of staffing considerations, administrative costs and/or facilities limitations, it is essential that explicit written procedures be established in order to ensure continuing effective functioning and to maintain optimal services to clients. In the case of the Lummi Project, accounting and specialized social services previously delineated were retained as parent office responsibility. Written processes were developed in these areas and revised as needed. Such division of labor posed no problem and effective levels of operation were maintained.

As the Lummi Tribe developed its programs in service to the people of the community, its organizational structure assumed new perspectives which required constant review by Project staff in order to ensure that we were appropriately coordinating our services with those of the Tribe. This required formal knowledge of the Tribe's administrative structure and the development of formal and informal approaches with the appropriate Tribal bodies. This Tribal development is a continuing one, but aside from the need for frequent Project review, inter-agency coordination with Tribal services has been very effective and rewarding.

d. Community Approach Considerations. The community approach to service delivery posed some unusual administrative problems. As the Project Director was restricted to spending only 26 percent of his job time on Project work, many duties and responsibilities ordinarily assumed by an administrator were necessarily assumed by the on-site Project Supervisor. Such responsibilities involved public relations and community development activities and were of such magnitude as to seriously impact upon time allocated to direct consultation with staff. This was somewhat offset by the Supervisor's willingness to operate as a volunteer to Tribal community services. Like other social service staff this volunteer activity consumed a considerable amount of her personal time. In light of some of the problems thus encountered it would seem desirable that the Project Director either be assigned full time to the administration of such a Project or carry very carefully controlled outside assignments which would require no more than 30 percent of his time. This would have a leveling effect on responsibilities throughout the whole staff.

The positive effects gained through the community action approach were experienced in the areas of staff-client-community relations, community assistance to problem solving and program development, better dissemination of departmental services, and in the identification of the Project office as a viable, acceptable part of the Lummi community. The community, through Project participation and openness in consultation, developed a growing awareness that formalized agencies were not the total answer to social problems and in this regard are progressing toward the development of responsible community social welfare planning.

Such positive effects are estimated to outweigh the need for special administrative considerations and have been so effective as to lead us to conclude that a community action approach is an essential part of the delivery of case services in a public welfare program.

e. Career Ladder and Staff Recruitment. Detailed discussions of this concern are contained in Chapter I and VI. For the purposes of this chapter we restrict our discussion to administrative consideration of system conflicts and personnel conflicts.

The total Lummi Project concept calls for the utilization of baseline personnel drawn from a minority culture, poverty cycle community. Recruiting from these groups for baseline positions unavoidably involves educational and experiential gaps which do not fit into rigid position qualification requirements. An added ramification is the fact that you are also concentrating your recruitment and hiring to specific racial and cultural requirements which emphasizes the need for the development of a special register of minority personnel. It has been our experience that such registers for Indian personnel are non-existent and Project administration has been left with recruiting responsibilities for replacement personnel. This is a particular problem when recruiting for positions other than extreme baseline positions. The educational and experiential systems requirements for advanced social service assistants and caseworker series positions seriously negate consideration of many potential indigenous employees who possess other talents, characteristics and related experiences which with special consideration could qualify them for job functioning within the classification.

The above administrative restrictions, when coupled with a small staff geared into a career ladder plan, can have a disastrous effect pertaining to one's ability to maintain the career ladder and minority hiring focus.

The result of all of the above points gained through Project operation experience leads to the conclusion that in Project operations such as this one, it is essential that flexibility in systems requirements be built into the staffing plan and active recruitment take place in order to build a necessary backlog of appropriate and available personnel for replacement purposes. Without this flexibility and recruitment activity, administrative hassle results and reduces this component of the Project to an undesirable and unfeasible position.

One further aspect which seriously hampers career ladder planning and minority staff recruitment is the conflict caused potential personnel when faced with the proposition of long-range career planning within a State system as opposed to accepting short-term highly remunerative social service

positions within other Federally funded projects. It has been administration's experience that such Federal projects not restricted by State classification and salary requirements are able to offer salaries far beyond the competitive level of any of the established agencies. Such practice is not only inequitable but actually destructive to the individual when viewed towards developing individual responsibility, reality behavior, job preparedness and marketable competiveness outside these Federal programs.

We must conclude then that both the Federal and State systems have administrative concerns which must be settled if Project funding and operation is to increase in its effectiveness.

f. Advisory Board. Detailed discussion of the utilization of the Advisory Board is contained in Chapters I and IV. Through our experience with the Project Advisory Board and the struggles in its development, we can strongly underline the positive influences that such a Board can exert on agency programs, Project acceptance by the community and the sharpening of services to the clients.

Administratively one must be aware of the need and accept the responsibility to provide the necessary orientation, training and program focus for the Board members. Along with this is the requirement to remain flexible and open enough to utilize the Board within its assigned role as that Board responds to agency and community needs.

When the Board is being selected from a minority culture poverty-based community, we are struck with the reasonableness of being able to pay recompense both for out-of-pocket expenses incurred as well as some payment for services rendered. This latter payment would in no way diminish the Board's responsiveness or effectiveness but would serve as a concrete demonstration of agency respect for client and community member value. Unfortunately, neither recompense nor service payment has been available to the Project Advisory Board and in many instances Board members have participated under conditions requiring personal sacrifice and inconvenience. We are proud that this has in no way diminished their interest or effectiveness in assisting Project staff to better serve the Lummi community.

B. STAFF TRAINING

This evaluative component was discussed in Chapters I, V and VI. The following evaluative points are indicative of some of the administrative concerns in this area:

a. Student-Institutional Problems. Project administration's main concern in the formal education process was the methodology to be utilized in providing such education for indigenous personnel. Initial consideration led to an attempt to enroll these personnel as special students in a regular classroom course in a conference setting. One course was actually given in this manner and there was resulting confusion on the part of the students and a lack of professional time, which combined, made this an unworkable method. It became necessary to review the Project's whole approach to the formal education of its indigenous staff members. The result of this review was the decision to contract with an existing New Careers program through the local four-year college. This small group

approach proved to be the most effective one for our indigenous staff as it provided not only classroom credit course work but also remedial work as the individual student needs indicated.

The administrative setup of the New Careers Program, as well as that of the Demonstration Project, allowed for close coordination and mutual curriculum development consultation which greatly enhanced the educational development of the student.

Most of the problems met and dealt with in the educational process stemmed from gaps in the indigenous employees previous educational process, sociocultural differences and personal crises.

Despite the problems these students were able to meet state and college standard requirements through this program. We believe that the flexibility built into the New Careers approach to education together with coordinated efforts with Project Administration regarding counseling and curriculum development, plus our ability to work with the New Careers staff on a problem-solving basis, were the essential components that led to ultimate success.

b. Education and Training Coordination. An essential component linked to the formal education process was the purposeful development of an in-service training program geared to the formal learning experiences. This provided the opportunity to demonstrate the relevance of the formal learning process to job skills and career progression in daily practice. An additional component to the in-service training program is the necessity to include training in agency program policy and practice, and in this instance to relate these to community and cultural differences so as to provide amelioration of conflict. Such a process provided a two-way learning experience through which staff were enabled to interweave cultural concepts with systems demands.

Substantiation of the effectiveness of the in-service training component is contained in college credit attainment for this activity by student staff and by general community acceptance of Project staff in their departmental program roles.

C. IMPACT ON THE COMMUNITY

Preliminary discussion on this is contained in Chapters I, III and IV. The specific evaluative concerns focus around the following items:

a. Need Identification and Resource Development. Prior to the time that this Project was implemented on the Lummi Reservation, there had been no concerted systematic effort made towards need identification and resource development. Through monthly documentation and exploration, Project staff were able to identify 2,153 individual and group needs and were able to meet 1,781 of these through existing resources or resources developed through staff effort. The monthly average of Project community resource development activities was 25.7 over the three-year period.

Besides the actual direct efforts in resource development, Project staff through their activities with Tribal committees and other community groups were able to interpret identified general community needs and provided consultation and support to community efforts of the Tribe in their

assumption of responsibility in meeting these needs. The continuing and developing concern of the Tribe in the areas of social welfare program planning are indications of their active assumption of responsibility in this regard.

Specific instances of leadership and direction on the part of Project staff are impossible to document because of our original and continuing attempts to maintain a low profile in the promotion of community responsibility. We originally intended and continue to perceive our role as an active supportive one rather than as one of direction and leadership, and we believe that the general acceptance of the Project and the positive relationships that have developed are partly a consequence of this low profile focus.

b. Departmental Program Usage. Aside from a general increase in caseload volume we have noted that the ways in which the Lummi community utilize departmental programs have changed over the past three years. Prior to the inception of the Project, Department programs were primarily utilized as cash resources and service programs only when the Department or other authority systems pressed the service contact. Usually when such pressures were removed the service contact was terminated. As the Project made inroads in the area of personal relationships and general trust, subtle changes occurred in this pattern. Initially we began to see an increase in the utilization of general counseling services and this gradually spread to specific program areas of Child Protective Service, marital and family counseling, family planning and general child welfare services. Such expanded program use also reflected an increase of client initiated referrals of self and others. A more recent development in this pattern change is the beginning and growing participation of male heads of households in counseling process. This is a major development in the Department's provision of social services to the Lummi people.

c. Office-Community Relationships. Specific points in this regard are contained in the discussions of Goal I in Chapter IV. Substantiation of generalized improvement of relationships is contained in the client responses to question three of the questionnaire in which 88 percent of the Lummi clients expressed comfortableness in their dealings with the Project office in contrast to a 55 percent similar reply from the Makah sample. As a subjective observation, we note a developing openness and willingness to verbalize from our clients; indeed, it has been our experience that only when a trust relationship has been established such a development occurs. This development has had a resultant positive effect in the counseling process.

Besides the focus on trust relationships, Project staff have made every attempt to establish an open-door policy whereby any community member who enters the office is received with warmth, and attention is given to their requests or problems. No one is turned away because a service worker is unavailable without some preliminary attempt being made to satisfy his need. Through such an approach total Project staff are familiar persons to the Lummi community and are therefore viewed somewhat differently than most regular public agency workers. It is to this revised image that the Lummi community has responded.

3 - CONCLUSIONS

Based on the above discussions, we recognize certain difficulties in administration, training and goal-related activities. Each of these concerns was specifically discussed and recommendations made for resolution or amelioration. Despite these difficulties we conclude that the Project as proposed and subsequently carried out is an administratively feasible approach to service delivery with poverty and minority groups. We further conclude that the underlying concepts are workable and to varying degrees have been achieved. We further stress our belief that the differential utilization of personnel in joint case actions is an effective tool in case service and that the community action approach is an indispensable concept if the problem of the individual is to be ultimately resolved.

CHAPTER VIII

RECOMMENDATIONS

The three-year demonstration period of this service delivery Project, together with the evaluative review, provided gratifying learning opportunities and general findings which hold import for general application relevance and recommendations for modified organizational approaches to any such re-applications.

Despite difficulties experienced in research design and analysis, the general patterns which developed were strongly indicative of positive and negative affect resulting from the Project's delineated efforts. Conclusions reached through pattern analysis provided rationales which are supported in the body of this report. All recommendations are predicated on our major overall findings that the Demonstration was successful.

1 - PROJECTIONS FOR GENERAL USE

A. Administrative Feasibility and Desirability.

a. The Department of Social and Health Services should consider expansion of the Lummi Indian Demonstration Project conceptual base for application of service delivery to other minority and poverty groups. Though this project was outlined as an "Indian" project, we believe that the underlying concepts could be applied to any recognized community group where cultural and social differences negatively effect optimal utilization of developmental services.

b. The Department of Social and Health Services in any further application of the Project's service delivery approach, should incorporate the carreer ladder design on a less restricted basis than that done under this Project. This would also require a greater degree of systems flexibility regarding personnel requirements and would not necessarily restrict staffing to persons directly from the immediate community being served but would concentrate on people from the same cultural and racial background.

c. With respect to career ladder planning the Department of Social and Health Services and the State Department of Personnel must revitalize and expand to a meaningful operational level the job descriptions and workload yardsticks for social service personnel employed in such a service delivery project. This would necessarily include provisions for a community-action service component both in job description and in the administrative planning regarding workload expectations.

d. The Department of Social and Health Services should continue concentrated efforts in reducing the numbers of forms and documents required in control and management functions required by case service personnel.

e. The Department of Social and Health Services should incorporate into its administrative planning the requirement that community advisory boards be established for each special project operation. Such Advisory Boards to be manned by people from the community to be served who would give the widest representation of that community.

f. The Department of Social and Health Services should when implementing further Project approaches in any other community, build in certain system flexibilities which would allow scope for experimintation and responsiveness to specific needs identified through community consultation. If necessary, the Department of Social and Health Services should request waivers of statewideness where such acquisition would be germaine to good program and community development.

g. The Department of Social and Health Services should positively consider greater useage of local rather than State Project directorship. Such local administrative arrangement allows for more immediate and direct responsiveness to the community being served. Careful consideration must be given to the recommendation that any such Project Director be responsible solely for Project Administration and if this is not administratively feasible, then no more than 30% of his time should be directed to other duties. This is particularly so when evaluative and reporting requirements are so frequently demanded.

B. Staff Training.

a. The Department of Social and Health Services should whenever implementing similar projects in other areas and utilizing paraprofessional staff drawn from a poverty culture group, utilize a New Careers approach to training based upon agency and college coordinated curriculum development and application. We further emphasize the need for recognition in this effort of some of the learning handicaps experienced by such staff and the need to build in remedial and counseling components to education.

b. The Department of Social and Health Services through its Manpower Development and Training Section should develop a formalized in-service training plan for such paraprofessional staff as would be utilized on a service delivery project. This plan would need to incorporate both structure and design of curriculum, teaching presentations and coordination with the formalized education process.

c. The Department of Social and Health Services must ensure that both the formal education process and the in-service training component be geared to the development of the paraprofessional into the professional career series of social service employment.

C. Impact on the Community.

a. The Department of Social and Health Services should prior to further implementation of the Project concept, carefully work out with both formal and informal leadership of the community to be served, clear and explicit goals relevant to the needs of that community.

b. The Department of Social and Health Services in any project effort within a given community should explicitly focus on maintaining a low profile in community leadership, resolutely maintaining an indirect responsibility in this area and concentrating on supportive and consultative role development.

c. The Department of Social and Health Services should further develop rules and regulations which allow for flexibility wherever socio-cultural components require consideration in order to meet overall community needs.

2 - OTHER CONSIDERATIONS

A. The Federal government through the Department of Health, Education, and Welfare should develop clear and explicit research requirements which need to be built into projects. In this respect, guideline material and consultation should be provided and any resulting design should be checked and approved prior to funding.

B. The Department of Social and Health Services administrative staff and research section should participate with local staff and representatives of the Department of Health, Education, and Welfare in the above development and should maintain an integral role in data gathering and analysis throughout the Project's life.

C. The Federal government should develop clear, concise and explicit guidelines for the required semi-annual, annual, and final reports and the Department of Health, Education, and Welfare representatives should make regular visits to the Project site for consultative and claritive purposes.

D. Both the Federal Agency and the Department of Social and Health Services should develop a clear communication system whereby periodic information regarding all pertinent projects would be disseminated in order to provide resource and consultative contacts for project staff during the operational life of the project.

E. The Department of Social and Health Services whenever developing similar Projects, should insure that appropriate physical facilities are established and that all equipment essential to office operation be obtained and made available prior to program implementation.

F. The Department of Personnel of the State of Washington, the DSHS Indian Desk, and Minority Affairs Specialist should intensify their efforts to recruit applicants from minority and poverty groups in order to develop personnel register resources applicable to all levels of staffing. Wherever this requires specialized testing methods and written tests, materials and/or preparatory methods should be developed in order to allow for the incorporation of minority population groups into the paraprofessional and professional career employment.

G. The Department of Social and Health Services when recruiting indigenous personnel for special projects should involve community leaders for participation in personnel selection committees and should be strongly guided by consultation thus obtained.

H. The Department of Social and Health Services should expect service delivery projects to build in experimental efforts in service delivery areas and should be responsibly flexible to the necessary advocacy role of such an experimental approach.

I. The Department of Social and Health Services should further experiment with the concept of incorporating the services of a Home Economist as a part of its regular services to other project communities. The experiences of the

Lummi Project with such services have led us to the point where we consider these services essential in the resolution of minority group, poverty-cycle problems.

J. The Department of Social and Health Services and the Department of Health, Education, and Welfare should adhere to the plan agreed to when the Lummi Demonstration Project vehicle was purchased. This agreement, endorsed by the Project Director, stated that the Project bus would be retained as a transportation resource throughout the fourth and fifth years of Project operation. It was further agreed that at the end of the fifth year the Federal government through the Department of Health, Education and Welfare would transfer ownership of the Project vehicle to the Lummi Tribe. The need for this continues because of the complete lack of public transportation and the comparative poverty of this Tribe which prohibits development of transportation services. We would further recommend that if for any reason the State of Washington is unable to complete the fourth and fifth years of Project life under State auspices that such transfer of ownership be effected immediately upon discontinuation of the Project.

APPENDIX A

Client Questionnaire

Tabulated Results

1. Lummi Client Questionnaire
2. Makah Client Questionnaire

LUMMI CLIENT QUESTIONNAIRES

Interviews were done by four Lummi Indian volunteers and one Social Service staff Assistant II who had just been hired and who had no Project identification.

SAMPLE TO BE COMPLETED:

60 - Ongoing cases
100 - Closed cases

Ongoing interviews completed - 44
Ongoing unable to interview - 16

REASONS NOT INTERVIEWED:

1.	In nursing home or institution	3
2.	Did not want to be interviewed	1
3.	Child welfare case	1
4.	Ill, alcoholic, retarded	5
5.	Moved away or out of town	5
6.	Employed, not available	1
	Total	16

Closed case interviews completed - 37
Closed cases unable to interview - 63

REASONS UNABLE TO INTERVIEW:

1.	In nursing home or institution	3
2.	Did not want to be interviewed	2
3.	Child welfare case	5
4.	Moved away or out of town	14
5.	Employed, not available	8
6.	Deceased	1
7.	Unable to contact	30
	Total	63

INTERVIEW DATA:

1. Each interview took about 30 minutes.

2. Questions in general gave few problems. However, some people felt that questions 4, 5 and 10 were very similar and in replying often repeated their answers. Question 15 was difficult for the client to understand and for the interviewers to get the meaning across.

3. Some interviewers were trained together and some individually. All were given a blackboard illustration of question 1 and 16 and an interpretive guide for interviewing.

4. An overall review of the answered questionnaires gives some indication of lack of interviewing skills. Some answers left dangling indicated that they should have been pursued further. This was not done due to lack of interviewing skill and knowledge of Project and Department operation.

J. J. Mank

CLIENT QUESTIONNAIRE

1. What services offered by the Department of Social and Health Services are available to you? (In column a, mark those the respondent mentions).

Services	a (available) (to you)	b (know) (about)	c (you) (used)	d (respect) yes	d (respect) no	e (change last) (three years) yes	e (change last) (three years) no
Money	O	O	O	O	O	O	O
Child Care	O	O	O	O	O	O	O
Medical Care	O	O	O	O	O	O	O
Foster Care	O	O	O	O	O	O	O
Personal Counseling	O	O	O	O	O	O	O
Protective Services for Children	O	O	O	O	O	O	O
Person Services	O	O	O	O	O	O	O
Food Stamps	O	O	O	O	O	O	O
Community Referrals	O	O	O	O	O	O	O
Employment and Training	O	O	O	O	O	O	O
_____	O	O	O	O	O	O	O
_____	O	O	O	O	O	O	O
_____	O	O	O	O	O	O	O

Then, for those services not checked in column a, ask the respondent, "do you know about (name service)?" For those services that respondent identified as knowing, mark column b. Place a mark in column c for those services the respondent reports using in response to the question, "Have you, yourself, used (name services marked in a and b)?" For those services marked in column c ask the question—"do staff providing (name service) respect you as a person?" and indicate response ("yes" or "no") in column d. For services marked in column c, also ask "have staff providing (name service) changed in the last 3 years in how they see you as a person?", and mark the response in column c.

p. 4. Mark

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2. Do you like having a DSHS office on the Reservation?

Yes_____No_____ Why:_____

3. Do you feel comfortable calling or walking into your DSHS Office on the Reservation? Yes____ No____

4. Do you believe that Department services are more available to you now than they were three years ago? Yes____ No____

For what reason?_____

_____

_____

5. Do you see the Department being more helpful to you than it was three years ago? Yes____ No____

Why?_____

_____

_____

6. Given caseworkers of equal ability would you rather have an Indian or non-Indian caseworker? ____Indian ____ Non-Indian ____Don't Care____

7. Given caseworkers of equal ability do you feel that Indian caseworkers understand your problems better? Yes____ No____ Don't Know____

8. Given caseworkers of equal ability do you feel that Indian caseworkers can help you better? Yes____ No____ Don't Know____

9. Given a financial worker of equal ability would you rather have an Indian or non-Indian financial worker? Indian____Non-Indian ____ Don't Care____

10. Do you feel you get better service at the Reservation than from the office in Bellingham? Yes____ No____ Don't Know____

If yes, why do you think service is better?_____

_____

_____

_____

11. Are you aware of any changes in DSHS rules or regulations which have occurred in the last 3 years that affect Indian people? Yes____ No____

If yes, what?_____

_____

12. Do you feel that the project staff who are Indians are having any effect on how the project is going? Yes____ No____ Don't Know____

13. Do you feel that other (not project staff) Lummi people are having any effect on how the project is going? Yes____ No____ Don't Know____

14. Do you think the Lummi people should have more or less to say about the project? More____ Less____ For what reason?_____

_____

15. Have you ever been asked to participate in developmental activities of the Lummi office? Yes____ No____

16. What non-DSHS services are available to you?

Services	a (available) (to you)	b (know) (about)	c (you) (used)	d (respect) yes	d (respect) no	e (change last) (three years) yes	e (change last) (three years) no
Pediatrics Clinic/ Maternal Health	O	O	O	O	O	O	O
Juvenile Court	O	O	O	O	O	O	O
Mental Health	O	O	O	O	O	O	O
Employment Security	O	O	O	O	O	O	O
Catholic Children's Services	O	O	O	O	O	O	O
Salvation Army	O	O	O	O	O	O	O
Lighthouse Mission	O	O	O	O	O	O	O
Boys' Club	O	O	O	O	O	O	O
B.I.A.	O	O	O	O	O	O	O
Tribal Services	O	O	O	O	O	O	O
_____	O	O	O	O	O	O	O
_____	O	O	O	O	O	O	O
_____	O	O	O	O	O	O	O

Then, for those services not checked in column a, ask the respondent, "do you know about (name service)?" For those services that respondent identified as knowing, mark column b. Place a mark in column c for those services the respondent reports using in response to the question, "Have you, yourself, used (name services marked in a and b)?" For those services marked in column c, ask the question--"do staff providing (name service) respect you as a person?"--and indicate respone ("yes" or "no") in column d. For services marked in column c, also ask " have staff providing (name service) changed in the last 3 years in how they see you as a person?", and mark the response in column c.

17. Has DSHS encouraged you--in any way--to participate in your community?

Yes____ No____

If yes, in what ways have you been encouraged?_____

_____

_____

18. a. How long have you or how long did you receive services and/or money from DSHS?

____0-11 months ____3 to 5 years ____10 or more years

____1- 2 years ____6 to 9 years

b. How many caseworkers have served you since you first had contact with DSHS? (number)_____

c. How many caseworkers have served you in the past three years?_____

CLIENT QUESTIONNAIRE

LUMMI

Questions 2, 3, 4, 5, 6, 7, 8, 9, 10, 11

2. Would like DSHS Office on Reservation.

Yes	68
No	10
No Answer	3

3. Feel comfortable in local DSHS Office.

Yes	66
No	9
No Answer	6

4. Services would be more available if DSHS Office on Reservation.

Yes	67
No	7
No Answer	7

5. Department would be more helpful if DSHS Office on Reservation.

Yes	66
No	9
No Answer	6

6. & 9. Indian vs. Non-Indian Caseworkers and Financial workers.

Would Prefer	Caseworkers	Financial Workers
Indian	37	46
Non-Indian	8	5
Don't Care	36	30

7. Indian Caseworkers understand problems better.

Yes	62
No	10
Don't Know	9

8. Indian Caseworkers can help you better.

Yes	51
No	5
Don't Know	25

10. Could get better service from Department of Social and Health Services Office on Reservation.

Yes	61
No	10
Don't Know	10

11. Aware of changes in Department of Social and Health Services rules in last 3 years.

Yes	30
No	46
Don't Know	5

Questions 12, 13, 14, 15, 17

12. Indian Project staff are having effect on Project.

Yes	48
No	8
Don't Know	25

13. Other Indian people have effect on local Department of Social and Health Services Office.

Yes	27
No	12
Don't Know	42

14. Indians should have more or less to say about Department of Social and Health Services operations.

More	46
Less	1
*No Answer	34

15. Have participated in developmental activities.

Yes	23
No	57
No Answer	1

Q. 17. Has the Department of Social and Health Services encouraged you in any way to participate in your community?

81 Questionnaires

Yes	29
No	51
No Answer	1

Of the 29 who replied yes, the following were the responses given:

1. 10 people reported they had been encouraged to participate in Tribal community committee work.

2. 10 people stated they had been encouraged to participate in Tribal training programs.

3. 7 people stated their families had been helped to participate in established Tribal community activities.

4. 10 people reported that they had been enabled to enter volunteer activity in the Tribal community.

5. 2 people stated they had been encouraged and stimulated to use existing systems and to utilize this knowledge to help other people.

*A few who gave a "No Answer" noted that they now had appropriate representation through the Lummi Advisory Board.

LUMMI

Question 18:

a. Length of time received services and/or money from DSHS

0-11 mo.	1-2	3-5	6-9	10-more	No Answer	Years Received
21	9	13	8	26	4	No. of clients Total - 81
27.2%	11.7%	16.9%	10.4%	33.8%	-	Percent based on 77 answered

b. Number of Caseworkers serving clients since first contact with agency.

No. of Case-workers	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	No Answer
No. or Clients	15	11	12	9	6	7	4	2	0	2	0	2	0	0	1	0	1	9
Average	4.2 Workers per Client																	

c. Number of Caseworkers serving clients in past three years

No. of Caseworkers	1	2	3	No Reply
No. of Clients	51	19	6	5
Average	1.4 Workers per Client			

NOTE: One client who had received services 10 years or more indicated he had had 30 workers prior to 3 years ago.

Question 1.

CLIENT QUESTIONNAIRES- LUMMI

DSHS SERVICE	Avlb	Know about	Used	USED-RESPECT			NOT USED-RESPECT			USED-CHANGED			NOT USED-CHANGED		
				YES	NO	NO MARK	YES	NO	NO MARK	YES	NO	NO MARK	YES	NO	NO MARK
MONEY	58	12	61	54	3	4	1	0	19	26	21	14	2	0	18
CHILD CARE	16	22	12	12	0	0	0	0	69	7	4	1	0	0	69
EMPLOYMENT & TRAINING	8	17	10	9	0	1	0	1	70	7	3	0	0	1	70
MEDICAL CARE	40	28	58	51	0	7	1	0	22	19	20	19	1	0	22
FOSTER CARE	17	19	17	14	2	1	0	0	64	7	4	6	0	0	64
PERSONAL COUNSELLING	15	37	39	37	1	1	0	0	42	25	8	6	0	0	42
PROTECTIVE SERVICES	5	26	8	7	1	0	1	0	72	5	2	1	0	0	73
PERSONAL CARE SERVICES	7	32	11	7	2	2	0	0	70	4	3	4	1	0	69
FOOD STAMPS	51	27	67	62	1	4	1	0	13	16	29	22	1	0	12
COMMUNITY REFERRALS	11	31	21	19	0	2	1	0	59	8	5	8	1	0	59

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13

Question 16.

CLIENT QUESTIONNAIRES - LUMMI

NON-DSHS SERVICES	Avlb	Know about	Used	Used - Respect			Not Used-Respect			Used - Changed			Not Used-Changed		
				YES	NO	No Mark	YES	NO	No Mark	YES	NO	No Mark	YES	NO	No Mark
PEDIATRIC MATERNAL HLTH CLINIC	28	39	48	45	1	2	1	0	32	17	16	15	1	0	32
JUVENILE COURT	10	29	14	14	0	0	1	1	65	6	7	1	0	1	66
MENTAL HEALTH	9	28	9	9	0	0	0	0	72	4	4	1	1	0	71
EMPLOYMENT SECURITY	13	43	33	27	5	1	1	1	46	9	21	3	0	0	48
CATHOLIC CHILDREN'S SERVICES	4	14	5	5	0	0	0	0	76	0	5	0	0	0	76
SALVATION ARMY	26	29	30	15	7	8	1	1	49	2	22	6	0	0	51
LIGHTHOUSE MISSION	8	33	12	9	0	3	0	0	69	3	7	2	0	0	69
BOY'S CLUB	12	42	29	25	0	4	0	0	52	8	15	6	0	0	52
DVA	13	44	35	25	5	5	0	0	46	9	17	9	0	0	46
TRIBAL SERVICES	17	17	24	21	0	3	0	0	57	9	9	6	0	0	57

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NARRATIVE NOTES - LUMMI

Question 1:

In addition to those items on the survey, a number of clients mentioned the home economist, transportation, legal services and family planning as identified Project services.

In responses as to whether or not clients felt they were respected and whether or not there had been a change in the past three years, some people indicated that they had felt respect all during the Project life and therefore had answered that there had been "no change". Had the question been geared to a time frame prior to the inception of the Project, they would have replied that there had been a positive change.

REASONS FOR YES ANSWER		REASONS FOR NO ANSWER	
Question 3:			
a. Closer, more convenient	46	a. Lack of confidentiality	4
b. Faster service	9	b. Services not as good as in town	1
c. Staff better understands Indian problems	10		
d. Staff and clients get to know each other better	4		
e. More privacy	3		
f. Staff more friendly	2		
g. Indians on staff	2		
Question 4:			
a. Closer, more convenient	33	a. Turned down when in need because of rules	1
b. Less waiting	9		
c. Staff understands problems	7		
d. Staff more attentive to problems	3		
e. People feel free to come there	2		
f. Indians on staff	2		
g. Staff have community interest beyond job	1		
Question 5:			
a. Closer, more available	15	a. Would like to see more Indians working and would like to see more staff understanding	1
b. Quicker service, less waiting	9		
c. Staff understands problems better	5		
d. Staff more helpful	4		
e. Indians on staff	4		
f. Clients know more about what is available	4		
g. Staff has more time to attend to your problems	3		
h. Better communication	1		
i. Less distrust both ways	1		
j. Staff has more respect for Indians than staff in town	1		

REASONS FOR YES ANSWER

Question 10:

a.	Quicker service, less waiting	32
b.	Close, convenient	12
c.	Staff tries to help you more	5
d.	Feel more at ease	5
e.	Indians on staff	4
f.	Staff more familiar with Indian problems	4
g.	Staff more accepting	4
h.	Service more individualized	3
i.	Staff part of community and know you	2

Question 11:

a.	No longer have to sell land to be eligible for assistance	20
b.	Change in foster home licensing	11
c.	Change in day care home licensing	5
d.	DSHS won't take home away from people on welfare	1
e.	Financial changes	1
f.	Show check stub for work	1
g.	Money for glasses, dental	1
h.	Food stamp	1
i.	Divorce and separation plans required before grant available	1

Question 14:

REASONS FOR MORE ANSWERS

a.	Should have lots to say as are here to deal with Indians	6
b.	Community knows its own needs	5
c.	Lummi ideas would be valuable to staff	3
d.	To protect our own property and rights	2
e.	Indians should have everything to say	2

REASONS FOR NO ANSWER

a.	Think service would be better in Bellingham	2

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MAKAH CLIENT QUESTIONNAIRE

Interviews were conducted by a Makah Indian from the Port Angeles office staff of the Department of Social and Health Services. The interviewer was classified as a community service worker and stationed on the Makah Reservation.

Makah Caseload as of March 1	38	
Interviews Completed	20	
Not Available	11	– 4 parents of children in foster care 3 live off Reservation 1 could not be located 3 out of town
Died	3	
Refused	3	
Alcoholics and Unable	3	
To Respond	38	

INTERVIEW DATA:

1. Each interview took about 20 minutes.
2. Interviewer said none of the questions seemed unclear or gave any particular problem.
3. Some of the older clients participated but had little real interest, just went through motions.
4. The interviewer used a uniform introduction and was given an interpretive guide for interviewing.

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CLIENT QUESTIONNAIRE

MAKAHS

Questions 2, 3, 4, 5, 6, 7, 8, 9, 10, 11

2. Would like Department of Social and Health Services Office on Reservation?

Yes	17
No	3

3. Feel comfortable in local DSHS Office.

Yes	11
No	7
No Answer	2

4. Services would be more available if DSHS Office on Reservation.

Yes	18
No	2

5. Department would be more helpful if DSHS Office on Reservation.

Yes	17
No	2
No Answer	1

6. & 9. Indian vs Non-Indian Caseworkers and Financial workers.

Would Prefer	Caseworkers	Financial Workers
Indian	9	13
Non-Indian	0	1
Don't Care	11	6

7. Indian Caseworkers understand problems better.

Yes	15
No	1
Don't Know	4

8. Indian Caseworkers can help you better.

Yes	14
No	3
Don't Know	3

10. Could get better service from DSHS Office on Reservation.

Yes	13
No	2
Don't Know	5

11. Aware of changes in DSHS rules in last three years.

Yes	4
No	15
No Answer	1

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Questions 12, 13, 14, 15, 17

12. (a) Aware of Indian people employed at DSHS Office.

Yes	11
No	6
Don't Know	3

(b) If yes, having effect on local DSHS Office.

Yes	6
No	0
Don't Know	5

13. Other Indian people have effect on local DSHS Office

Yes	1
No	3
Don't Know	16

14. Indians would have more or less to say about DSHS operations

More	12
Less	1
No Answer	7

15. Have participated in Departmental activities of Tribal Office.

Yes	5
No	15

17. Has DSHS encouraged you in any way to participate in your community?

Yes	4
No	16

Of the four answering "Yes", the following responses were made:

1. Two people stated they had been encouraged to participate in hobbies and work.

2. One person stated he had been given general encouragement for possibilities for self.

3. One person made no comment.

Question 18: MAKAHS 20 Interviews

a. Length of time received services and/or money from DSHS

Years Received	0-11 mo.	1-2	3-5	6-9	10 or more	No Answer
No. of Clients	6	3	1	4	5	1
Percent based on 19 answered	31.6 %	15.8%	5.3%	21.0%	26.3%	-

b. Numbers of Caseworkers serving clients since first contact with agency

No. of Caseworkers	1	2	3	4	5	6	7	8	9	10	11	No Reply
No. of Clients	5	2	7	1	1	1	1	-	-	-	-	1
Average	2.73 Workers per Client											

c. Number of Caseworkers serving clients in past three years

No. of Caseworkers	1	2	3	4	5	6	No Reply
No. of Clients	10	3	5	0	0	1	1
Average	1.98 Workers per Client						

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0133

23

Question 1.

CLIENT QUESTIONNAIRES- MAXAH

DSHS SERVICE	Avlb	Know about	Used	USED-RESPECT			NOT USED-RESPECT			USED-CHANGED			NOT USED-CHANGED		
				YES	NO	NO MARK	YES	NO	NO MARK	YES	NO	NO MARK	YES	NO	NO MARK
MONEY	18	2	19	17	2	0	1	0	0	2	17	0	0	1	0
CHILD CARE	0	14	3	3	0	0	0	0	17	0	3	0	0	0	17
EMPLOYMENT & TRAINING	0	7	3	1	1	1	1	0	16	0	2	1	0	0	17
MEDICAL CARE	6	16	14	13	0	1	1	0	5	0	13	1	0	1	5
FOSTER CARE	1	16	8	6	1	1	0	0	12	1	5	2	0	0	12
PERSONAL COUNSELLING	0	18	12	9	1	2	1	0	7	1	8	3	0	1	7
PROTECTIVE SERVICES	0	11	0	0	0	0	0	0	20	0	0	0	0	0	20
PERSONAL CARE SERVICES	0	10	1	1	0	0	0	0	19	0	1	0	0	0	19
FOOD STAMPS	15	4	19	16	1	2	0	0	1	2	14	3	0	1	0
COMMUNITY REFERRALS	0	6	2	2	0	0	0	0	18	0	2	0	0	0	18

Question 16

CLIENT QUESTIONNAIRES - MAKAH

NON-DSHS SERVICES	Avlb	Know about	Used	Used - Respect			Not Used-Respect			Used - Changed			Not Used-Changed		
				YES	NO	No Mark	YES	NO	No Mark	YES	NO	No Mark	YES	NO	No Mark
PEDIATRIC MATERNAL HLTH CLINIC	13	7	18	14	2	2	0	0	2	3	14	1	0	0	2
JUVENILE COURT	0	1	0	0	0	0	0	0	20	0	0	0	0	0	20
MENTAL HEALTH	10	9	8	8	0	0	0	0	12	1	7	0	0	0	12
EMPLOYMENT SECURITY	0	1	0	0	0	0	0	0	20	0	0	0	0	0	20
CATHOLIC CHILDREN'S SERVICES	0	0	0	0	0	0	0	0	20	0	0	0	0	0	20
SALVATION ARMY	0	0	0	0	0	0	0	0	20	0	0	0	0	0	20
LIGHTHOUSE MISSION	0	0	0	0	0	0	0	0	20	0	0	0	0	0	20
BOY'S CLUB	0	0	0	0	0	0	0	0	20	0	0	0	0	0	20
BIA	3	15	7	5	2	0	0	0	13	1	6	0	0	0	13
TRIBAL SERVICES	1	0	1	1	0	0	0	0	19	0	1	0	0	0	19

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NARRATIVE MATERIAL - MAKAH

REASONS FOR YES ANSWER		REASONS FOR NO ANSWER	
Question 2:			
a. Would be more convenient-hard to travel to Port Angeles	14	a. No reasons for No answer.	
b. Would be better understanding of our needs	2		
c. Not treated nice in Pt. Angeles	1		
d. Prolonged waiting in Pt. Angeles office	1		
Question 3:			
a. Treated with respect	4	a. Felt self-conscious	1
b. Know them all	1	b. Have to wait too long	2
c. No reason	6	c. No treated with respect	1
		d. Staff annoyed for calling about check so often	1
		e. No reason, or reason unrelated to question	2
Question 4:			
a. Would be closer, more convenient, hard to travel to Pt. Angeles	13	a. No reason, or reason not related to question	2
b. Staff would be more acquainted with Indians	4		
c. Would be more services	1		
d. Would be better	1		
e. No reason	3		
Question 5:			
a. Closer, less travel	10	a. Used to office being off Reservation	1
b. Staff would better understand our needs	2	b. No reason	1
c. Would be less waiting	1		
d. Would be local people to help us	1		
e. Staff would be better acquainted with people	1		
f. Staff would feel more like helping us	1		
g. Would be better if we did not have to abide by white man's rules	1		
h. No reasons	3		

REASONS FOR YES ANSWERS		REASONS FOR NO ANSWERS	
Question 10:			
a. Caseworkers would be more acquainted with our needs and problems	5	a. No reason for "No" answers	
b. Would be closer, easier to reach	5		
c. Would have better relationships	2		
d. No reason	1		
Question 11:			
Changes in DSHS rules in last 3 years.			
a. In questions about land and personal properties	1		
b. In the grant	1		
c. Discontinuing grant for 18-year-olds still in school	1		
d. No change identified	1		

APPENDIX B

Documents Related to Child Care Licensing Standards

1. Memo - Licensing Standards
2. Attachment - Proposed Licensing Modifications
3. State Office Reply
4. Memo to Child Care Division
5. State Action - Proposed Changes

Documents Related to Trust Income, Land and Leasing

6. Memo - Indian Trust Land and Trust Resources
7. Attachment - Letter from Tribe Requesting Policy Change
8. Attachment - Quotation, Indian Task Force Request for Policy Change
9. Statewide Policy Change - Trust Income
10. Statewide Policy Change - Trust Property
11. Memo - Leasing of Trust Lands
12. Memo - Eligibility Modification - Leasing

Department of Public Assistance

MEMORANDUM

June 9, 1972

TO: William B. Pope
Chief, Support Services

FROM: Dorothy J. Clement
Lummi Project Supervisor

SUBJECT: Modification of Licensing Standards for Indian Foster Homes.

During our past two years as a Demonstration Project on a Indian Reservation it has become evident to us that some relaxing of Foster Care standards is necessary for the recruitment and licensing of Indian homes for Indian children.

The plan for revised licensing standards was eloquently stated by the Indians in the State to the Governor's Task Force on Indian Affairs. The following is an excerpt from the Task Forces report as it relates to Public Assistance and Foster Care:

"Foster child care administered by the Public Assistance Division raised many serious complains by the Indians. One graying Indian woman of the Muckleshoot Tribe had won a 13-year battle to quit heavy drinking so she could get her seven children back which the state had placed in foster homes off the reservation -- only to have her 16-year old daughter return home pregnant by the white man who was head of the foster home. Others spoke movingly of the cultural rape that drove wedges between the tribe and its children when they were removed by the state from the reservation and placed in white homes "outside". The Indians asked for help in seeking revised licensing requirements so that the cultural distinctions and traditions which dictate a different standard of living will be recognized as ligitimate. Then there would be more Indian foster homes available right on the reservations where the transplanted Indian child could grow up with his tribal peers, attend the Indian church, participate in the Indian feasts and athletic competitions and dances and rituals. He would not be torn between two cultures and lost his personal security and self concept as a worthwhile Original American."

If we take a clear look at our present licensing standards ~~of~~ most reservation homes they are exclusionary to the licensing of Indian homes. Another more subtle exclusion occurs as a result of the placement of Indian children in white foster care. Any good child care plan must never exclude the emotional needs of the child and therefore, must permit some maintenance of familiar cultural ties.

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The emotional and cultural shock sometimes experienced by older Indian children has been expressed to us by the isolation and loneliness they have felt through simple separation in a bedroom all of their own, or "she cannot really be my foster mother, she is not Indian". Often Foster Homes are in school district areas where few if any Indian children reside and they have expressed the resentment they therefore feel as being immediately identifiable as a Foster Child.

Tribal heritage is becoming even more important to the Indian and they have long persisted and maintained the values of their tribal ways. Children belong to the Tribe and we can certainly bear witness to the influences of the extended family and Tribal interests in our Child Welfare cases. Grandparents, Aunts, Uncles, brother and sisters on both sides of the childs family will express their concern and our workers often must listen and consider their concerns in child placement. Children in an Indian Community are often raised by these relatives and sometimes are "given" to a grandmother or another family member. It is this very Tribal way of thinking and living that often accounts for the relocated Indians return to his own tribe and his own community. This is certainly in contrast to child placement planning in the non-Indian Community where general involvement of the worker is with the child and his parent or parents and occassionally other family in involved.

The modifications to licensing standards that we are suggesting in our attachment have been reviewed with our Indian Advisory Board and suggested by our Indian staff. They are definite in their feelings that standards are desirable and necessary but that modifications are essential to provide Indian foster care homes. It is felt that these modifications are more realistic but can still ensure the physical and emotional well-being of the Indian child.

Dorothy J. Clement

Mrs. Dorothy J. Clement, Supervisor
Lummi Indian Department of Social & Health Services

DJC:RS

PROPOSED MODIFICATIONS OF LICENSING STANDARDS FOR INDIAN FOSTER HOMES

Note that modifications suggested are in the areas of "physical aspects" of the home and in "additional requirements for full-time Foster Care". We have found other areas of licensing to be reasonably applicable and relevant to Indian values.

WAC 388-65-090 -- PHYSICAL ASPECTS OF HOME

Paragraph 2: This section will be interpreted in respect to "Ventilation, light and heat..." to recognize the absence of electricity in many Indian homes and to allow for situations where ventilation may be provided by the use of one window that can be opened in any sleeping area.

Paragraph 4: "...adequate space to accommodate all members of the household". will be interpreted to take into consideration the normal living situations familiar to the child being placed. It will also recognize that Indian families are used to close living arrangements and that bedrooms for all members of the family are generally uncommon. Comfortable and adequate living will include sufficient space for separate areas for sleeping and dressing that will ensure privacy for older children of the opposite sex (temporary partition, screen, etc.). Suitable bathing and toilet facilities may include the use of a washtub or outside toilet as long as privacy can be ensured.

Paragraph 5: "Suitable storage space..." may be interpreted as a trunk, foot locker, etc., and not necessarily be limited to closet facilities.

Paragraph 6: "Water and milk supply. Drinking water obtained from a private source must be approved by the county health department or other authorized agencies." Since many Indian families haul water, the source of the water supply must be pure. However, other authorized agencies may include the Division of Indian Health clinic physicians' records on health history of the foster family to determine any sources of infections due to impure water. The county health nurse and clinic will be utilized to instruct foster families in purification methods and will routinely check every three months to see if they are complying. Raw milk usage is prohibited.

WAC 388-65-100 -- ADDITIONAL REQUIREMENTS FOR FULL-TIME FOSTER CARE

Paragraph 6: "Foster parents shall arrange for the child to receive religious training in his own faith...." This will include participation in Indian religious functions as well as well as in other accepted religions.

Paragraph 9: "Each person under care shall be provided with a separate comfortable bed and appropriate bedding...." *(whenever possible. This does not preclude the sharing of a double bed by children of the same sex when this is in keeping with their former pattern of living and the home is otherwise adequate to meet the emotional needs of a particular child.)* "No child over the age of one year shall share a bedroom with foster parents...." *(unless privacy is provided.)* Boys and girls beyond the age of five shall not sleep in the same room...." *if possible, but may share a room up to the age of ten if privacy is ensured by a curtain or temporary petition.* "Hallways, kitchens, living rooms, dining rooms, and unfinished basements shall not be used as sleeping quarters." *(Hallways may not be used as sleeping quarters but kitchens, living rooms or dining rooms may be used provided that privacy and quiet for sleeping are ensured and that sufficient space is available to provide separation, i.e., a temporary partition, screen, etc.)*

Department of Social and Health Services

SOCIAL SERVICES DIVISION

MEMORANDUM

Date: June 19, 1972

To: Dorothy J. Clement
Lummi Project Supervisor
Bellingham Local Office

From: William B. Pope, Chief
Office of Support Programs

Subject: Modification of Licensing Standards for Indian Foster Homes

You will note from the attached memorandum to Bob Hart that the need to modify our licensing standards for Indian foster homes will be brought to the attention of the licensing sub-committee of the Family and Children's Services/Day Care Advisory Committee.

By law, it is the responsibility of that committee to recommend such changes to the Secretary.

I will keep you informed as to the progress we make on following through on your suggestion.

WBP:lt
Attachment

p 6 blank

Department of Social and Health Services

SOCIAL SERVICES DIVISION

MEMORANDUM

Date: June 19, 1972

To: Bob Hart

From: William B. Pope

Subject: Modification of Licensing Standards for Indian Foster Homes

I have reviewed the material which you sent to me relating to modification of licensing standards for Indian foster homes. I believe that Mrs. Clement's recommendations should be brought to the attention of the Family & Children's Services/Day Care Advisory Committee at their meeting of July 20.

Could you or a member of your staff prepare specific, suggested changes in requirements for the consideration of the sub-committee on licensing of the advisory committee?

WBP:lt

cc: Dorothy Clement

p. 8 blank

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DEPARTMENT OF SOCIAL AND HEALTH SERVICES
SOCIAL SERVICES DIVISION

Memorandum

RECEIVED
JUL 19 1972

TO: ORGANIZATION (Office Title)
BELLINGHAM LOCAL OFFICE
CITY: Lummi Indian Department of Social and Health Services - Bellingham
PERSON: Dorothy J. Clement, Supervisor
SUBJECT: MINIMUM LICENSING REQUIREMENTS FOR FOSTER HOMES

FROM: ORGANIZATION (Office Title)
OFFICE OF SUPPORT PROGRAMS
CITY: Olympia - CC-7
PERSON: William B. Pope, Chief
DATE: July 14, 1972

Thank you for your recent letter concerning the modification of licensing standards for Indian foster homes. Your recommendations were referred to state office licensing staff, which are currently in the process of redrafting minimum licensing requirements. Your input was, therefore, most timely. You will receive a copy of proposed changes for review and additional comment after a definitive draft is completed and reviewed by our Family and Children's Services and Day Care Advisory Committee.

One of the contemplated additions to requirements is as follows and should resolve part of the problems with which you are concerned.

"Exceptions to rules: In individual cases, and at its discretion, the Department may waive specific requirements which because of the cultural patterns of the foster parents and the children they serve or for other reasons are inappropriate, and may approve alternative methods of achieving the intent of specific requirements if such waiver or approval does not jeopardize the safety or welfare of the persons in care."

"The meaning of such adjectives and adverbs as adequate, suitable, sufficiently, etc., used in these regulations to qualify a person, building or equipment shall be determined by the Department."

As previously pointed out, the current rules are quite flexible in many areas and can in most instances already be interpreted as you indicate desirable without actually changing the wording of the rule. In reply to your specific comments, we concur with your proposed interpretation of paragraph #2, 5, and 6 of WAC 388-65-090 and paragraph #6 of WAC 388-65-100.

As a result of our intent to issue separate rules for full time foster care and for family day care, we will combine paragraph #4 of WAC 388-65-090 and paragraph #9 of WAC 388-65-100, taking into consideration your recommendations. The precise wording of this section has not yet been finalized.

WBP:RLH:tlm

cc: Reino Matson, Supervisor, Special Welfare Services
Robert L. Hart, Supervisor, Services to Child Care Agencies
Barry Fibel, Foster Care Specialist, F&CS

BEST COPY AVAILABLE

p 10 Hank

Department of Public Assistance

MEMORANDUM

April 20, 1971

TO: Mr. Evan Lewis, District Administrator

FROM: Dorothy J. Clement, Supervisor
Lummi Division of Public Assistance

SUBJECT: Transfer of Indian Trust Lands

As you know, we have been concerned about the Departments interpretation of the transfer of Indian Trust Lands for sometime. I am attaching a recent letter received from the Tribal Chairman in regard to this problem. See attachment number 1.

The problem as we see it lies primarily in two areas: Transfers of small plots of land to legitimate heirs; and the transfer of heirships to the tribe. We have a number of older tribal members who are Public Assistance recipients and who wish to gift deed parcels of land in this way. The transfers to legitimate heirs are primarily involved with one acre plots in order that the legitimate heirs can qualify for Farm Home Administration loans to build much needed homes. Gift transfers to the tribe are for the purpose of the tribes obtaining lands for a low income housing development and grounds for a Day Care Center.

At this point, these Public Assistance recipients have been found eligible on the basis that a non-exempt resource cannot be used to meet requirements because it is land held in trust and the Bureau of Indian Affairs has ruled that it cannot be sold, hence a resource does not exist.

The Bureau of Indian Affairs continues to rule that trust lands may not be sold but has agreed that lands can be transfered to legitimate heirs and the Tribe for the reasons specified above. The lands transfered would still be held in trust and therefore still not be salable once the transfer was completed. In many instances, as explained in the attached letter, these interests are so fractionated that even though they could be sold it would represent very minimal resources.

We feel that the conflict that exists is in the determination of what constitutes a resource. We have discussed this with our Project Legal Consultant and believe that clarification of the Departments rulings is necessary. He has examined the statutes that appear to be in question

p. 12 blank

and it appears that the determination of a resource is based upon section 74.04.005 (13), 74.08.025, and 74.08.338 of the revised code of the State of Washington.

It is his opinion that in regard to section 74.04.005 (13) it appears that the Department is using the need definition to rule that by signing a gift deed the client then has either a non-exempt resource that has value or a non-exempt income that is being received or available. However, neither of these facts occur. The client's position after signing a gift deed is the same as before--no resource is represented by the real property interest. There is no income from the said non-exempt property. Both of these results follow from the Bureau of Indian Affairs requirements. These requirements have been recognized by the Department since it has ruled the client to be eligible even though he has non-exempt property. This has been the basis which Public Assistance has been granted.

Section 74.04.005 (11) defines a resource as any asset, tangible or nontangible, owned by or available to the applicant at time of application, which can be applied toward meeting the applicants need, either directly or by conversion into money or its equivalent. The following subsection defines income as all appreciable gains in real or personal property (cash or kind) or other assets, which are received by or become available for use and enjoyment by an applicant or recipient applying or receiving Public Assistance. It would seem that the property would then be considered neither resource nor income when considered in the light of these definitions. The client has no resource which can be applied toward meeting his need and he has no income which is available for his use and enjoyment. The Bureau of Indian Affairs has restricted his property so as to prevent it from becoming the resource or income. Our Attorney has referred us to case decisions supporting the view that the value of property must be available to the recipient for the property to be considered as a resource. The cases are: Cerenzia vs. Department of Social Security, 18 Washington 2nd, 138 P 2nd 868 (1943) and Boyle vs. Department of Public Assistance, 53 Washington 2nd, 828, 335 P 2nd 478 (1959).

In regard to section 74.08.025 our Attorney notes that the client would not have made a voluntary assignment of property for the purpose of qualifying for an Assistance payment. He has already been certified by the Department as qualified for an Assistance grant notwithstanding that he has trust property.

Finally, section 74.08.338 would appear to have no application whatsoever. No consideration is contemplated for gift deeds so no payment can be said to be unpaid. Furthermore, the property has no fair cash value--in fact, it has no market at all but the Bureau of Indian Affairs ruling that it cannot be sold but can only be made subject to a gift deed.

Our Attorney has also supplied us with a copy of a recent Supreme Court ruling that could also have bearing on these and other transfers. The Lummi Indian's with help from the Tribal Government through gran ts and proposals are actively pursuing a course of Economic Development not only for the tribe but for its individual members. Refer to attachment number 2, for this ruling.

We are also attaching an exerpt from the Indian Affairs Task Force Report of the Governor's Urban Affairs Council submitted in October 1970. This report clearly defines some of the attitudes directed toward the Department on this subject. See attachment number 3.

We would appreciate consideration of an Attorney General's opinion on this matter.

Dorothy J. Clement

Mrs. Dorothy J. Clement, Supervisor
Lummi Division of Public Assistance

DJC:RS

Enclosures

cc:Collin Carlile
Dean Rutledge
Reino Matson
Vernon Lane, Tribal Chairman

LUMMI INDIAN BUSINESS COUNCIL
P.O. BOX 309, MARIETTA, WASHINGTON 98268 (206) 734-8180

April 15, 1971

Mrs. Dorothy Clement
Washington State Department of Public Assistance
Lummi Branch
Marietta, Washington 98268

Dear Mrs. Clement:

One of the common problems on the Lummi Reservation involves the fractionated heirship interests to the many probated and unprobated estates. For example, the Lummi Indian Business Council has been seeking to acquire lands on one of these estates for low income rental housing units. It has been found that this one estate is so fractionated that the maximum ownership interest is about .05% while the smallest interests are about ½ of .01%. Some of these heirs have expressed an interest to gift deed their interests to the Tribe, yet they are unable to do so because of the loss of their welfare allowances.

Yet the Lummi Indian Business Coun cil is responsible for providing for the Tribe's economic and social development, so as to alleviate current welfare costs to the State on the reservation. Unfortunately, the Lummi Business Council finds itself in an almost complete state of frustration in not being able to acquire lands through a gift deed with which to resolve housing and other problems. In fact the State Welfare Department's position, as it involves these fractioned heirship interests, is actually inhibitory and defeating to the Lummi Business Council's desires to achieve economic independence and social improvement for its Tribal members. Furthermore the State Welfare Department is actually compounding and creating additional welfare burdens to the State taxpayers, when its policy should be that of mitigating this burden. Finding itself in the position of being an obstacle to the economic and social development of all Washington Indian Tribes and their members should be sufficient reason for the State to reconsider its policy as regards gift deeding of trust property.

Sincerely yours,

Vernon A. Lane

Vernon A. Lane, Chairman
Lummi Indian Business Council

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URBAN AFFAIRS COUNCIL

INDIAN AFFAIRS TASK FORCE REPORT - OCTOBER 1970

HOUSING:

We recommend that the State Division of Public Assistance under the Department of Social and Health Services write a new policy into its performance guidelines which defines Indian gift deeds of trust land as unsaleable real estate which is automatically immune to the process of grant deduction.

We recommend further that the Division of Public Assistance liberalize its so-called "equality" clause which actually discriminates against the Indian, by writing into its policy an exception for Indian trust land which may or may not be saleable. The future of the Indian Culture, the entire economic survival of the Indian Nations, is dependent upon Indians maintaining their present land base. When state officials advise Indians to sell their land, urge them to sell, or even suggest that they sell, the prestige of their office and their educated sophistication usually is an intimidating influence on Indians who do not wish to sell but know they must accept Public Assistance to survive. The Public Assistance Division must educate its staff, particularly at the local level where Indians deal directly with them, that they are to instruct all Indian applicants to get advice from their tribal leaders and the Bureau of Indian Affairs before selling any Indian land for any reason. Although there are notable individual exceptions, there is a widely based antagonism to this philosophy within the present staff of the Public Assistance Division, the Task Force discovered. This economic discrimination, based erroneously on a false idea of equality, must be expunged from the department on all levels.

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DEPARTMENT OF SOCIAL AND HEALTH SERVICES

Olympia, Washington

TO: STATE OFFICE ADMINISTRATORS
LOCAL OFFICE ADMINISTRATORS
FINANCIAL SERVICE STAFF
SOCIAL SERVICE STAFF

MEMORANDUM NO. 72-104
Issued May 8, 1972

FROM: ECONOMIC SERVICES DIVISION
Mary Lou Everson, Assistant Secretary

SUBJECT: AVAILABILITY OF INDIAN RESOURCES

The following policies were developed in recent meetings on the above subject.

The superintendent of an Indian Agency has a unique legal position. He has the authority to approve or deny requests by the individual Indian to use resources of property or income held in trust for the Indian. This authority includes handling the affairs of legally incompetent persons, handling the affairs of marginally incompetent persons and handling the affairs of persons the superintendent feels need help in managing affairs due to poor money management.

Unless and until the superintendent acts to control resources and/or income, on an individual basis, such resources and/or income are an available resource and are not considered to be in trust status.

In handling income for adult Indians, the income will be considered an available resource unless the superintendent of the Indian agency in writing restricts the payments on an individual basis so that the funds are dispensed only under limited conditions consistent with public assistance laws and regulations.

In handling the funds of a minor in foster care or adoptive placement, income will be considered an available resource to cover current need unless such funds were placed in an irrevocable trust or the superintendent of the Indian agency in writing restricts the payments so that the funds are dispensed only under limited conditions consistent with public assistance laws and regulations.

To be dispensed only under limited conditions consistent with public assistance laws and regulations means that there must be no duplication of assistance requirements in the items purchased with the funds and that the funds are never under the control of the recipient. (See Manual F, 73.45(1) and Manual A, WAC 388-28-580(2).) In order that funds not be under the control of the recipient, payment for items purchased with these funds must be by direct payment to the vendor providing the goods or services.

Availability of trust property is being explored further and an additional memo will be released on this subject as soon as this issue is clarified.

p 20 Mark

0149

DEPARTMENT OF SOCIAL AND HEALTH SERVICES
Olympia, Washington

TO: STATE OFFICE ADMINISTRATORS
LOCAL OFFICE ADMINISTRATORS
FINANCIAL SERVICES STAFF

MEMORANDUM NO. 72-128
Issued: June 26, 1972

FROM: ECONOMIC SERVICES DIVISION
Mary Lou Everson, Assistant Secretary

SUBJECT: AVAILABILITY OF INDIAN TRUST PROPERTY

The following policy was developed as a result of recent correspondence with the Bureau of Indian Affairs.

The Bureau of Indian Affairs policy is that no sale of individually allotted trust land shall be authorized solely for the purpose of qualifying the Indian owner for public assistance eligibility.

This means that Indian trust property cannot be considered an available resource for an Indian applicant or recipient of public assistance. Indians applying for assistance will not be required to attempt to sell allotted trust property as a condition of eligibility.

If allotted trust property is removed from trust status and sold the proceeds of the sale are a resource to meet need.

Property owned by an Indian which is not in trust status is considered a resource on the same basis as property owned by any other person.

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0150

July 7, 1972

TO: Gladys McCorkhill, Chief
Office of Economic Assistance
ATTN: Jack Halstead

FROM: Dorothy J. Clement, Supervisor
Lummi Department of Social & Health Services
Demonstration Project

SUBJECT: Indian Trust Lands

Pursuant to our telephone conversation of 7-6-72, I am enclosing a copy of a previous memorandum and accompanying documents regarding this problem.

I feel they might be informative as they describe a second manner of transferring Indian Trust Lands that are of concern.

Mrs. Dorothy J. Clement, Supervisor
Lummi Department of Social & Health Services

DJC:RS

Enclosures

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0151

DEPARTMENT OF SOCIAL AND HEALTH SERVICES
SOCIAL SERVICES DIVISION

Memorandum

TO: ORGANIZATION (Office Title)
Lummi Indian 1115 Demonstration Project

CITY:

PERSON:
Dorothy J. Clement, Supervisor

FROM: ORGANIZATION (Office Title)
Eligibility

CITY:
Olympia

PERSON:
Jack Halstead

SUBJECT: APPLICATION OF MEMO 72-128 AS IT RELATES TO LEASE TRANSFER OF TRUST LANDS

DATE:
July 7, 1972

Memorandum 72-128 declares that Indian trust property is an unavailable resource due to the present policies of the Bureau of Indian Affairs. Possession of trust lands in excess of the needs of the applicant does not affect eligibility.

However, according to WAC 388-28-400(4) the proceeds of a lease must be used to offset requirements. Therefore, the terms and circumstances of the lease and the potential resources of the participants must be examined.

Even though the terms of the lease ($1.00 for 25 years) suggest a wasting of the asset, the circumstances indicate otherwise. First, the lease has been negotiated by the Department of Interior for the sole purpose (Article 5) of developing building sites for federally funded housing projects.

An applicant for this type of housing must be financially in need. If the lessee's resources were such that more attractive sale terms could be negotiated, the lessee might not be eligible for the housing program.

For these reasons, it is the interpretation of this Office that a lease of this kind for the sole purpose of developing building sites to qualify for Federal low income housing programs does not affect the eligibility of either applicant or recipient.

This interpretation does not apply to all leases of Indian trust properties. Each type of lease must be individually weighed against eligibility rules on resources. This specific type lease, however, would not affect eligibility regardless of the reservation the trust property was located upon.

If you have any further questions, please call this office.

JH/ml

cc: Dick Wright
George Brown
Mick Reynolds
Gladys McCorkhill

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